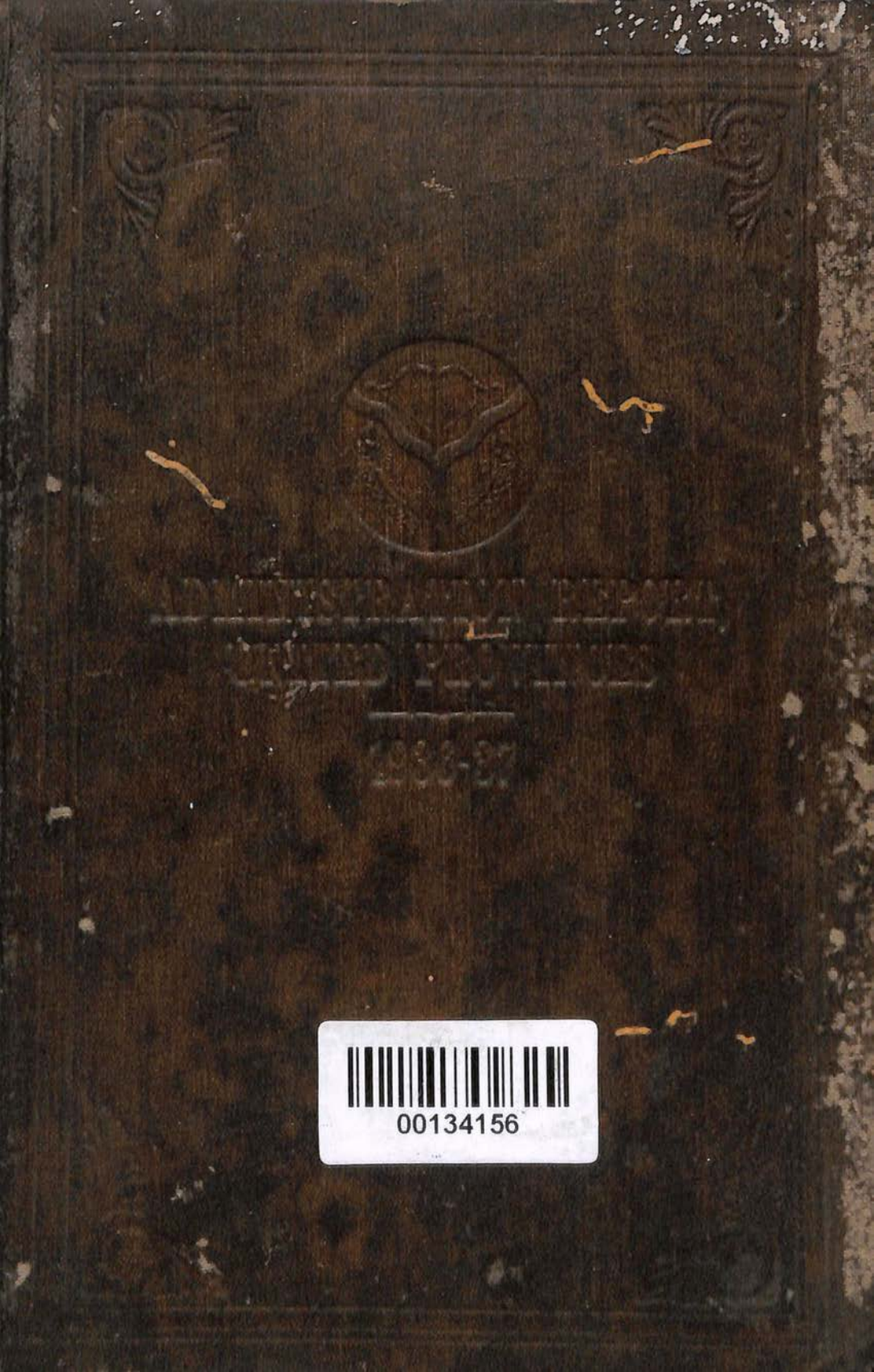
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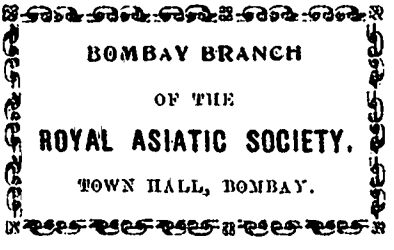

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REPORT

134156

ON THE

ADMINISTRATION

OF THE

UNITED PROVINCES

1936-37

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ALLAHABAD:

SUPERINTENDENT, PRINTING AND STATIONERY, UNITED PROVINCES

1939

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Report of the Administration

OF THE

United Provinces 1936-37

Introductory

Part I is a general summary and describes in a narrative form the events of the Calendar Year 1937.

Part II gives a detailed account of the working of each department of Government and is based upon the latest available departmental reports and notes. In most cases the period covered is the financial year, the land revenue year 1935-36, the agricultural year 1936-37 or the Calendar Year 1936.

PART I—GENERAL SUMMARY

Important Events

1. The key to the events of the year was the mandate of the Faizpur Congress resolution to fight the elections. The campaign was in full swing by the beginning of January. The Congress placed before the electors the issue—whether they would vote for the Congress which was synonymous with the country and voiced its hopes and aspirations for independence, or whether they would go against the Congress in favour of the continuance of political bondage. Bound with this issue was the pledge of removal of their economic impediments and of positive betterment. As against the Congress, the National Agriculturist Party was the principal organized body. In spite of the generousness of its manifestoes the National Agriculturist Party was unable to make a popular appeal. The Muslim League concentrated on their own reserved seats and insisted on the necessity of a solid Muslim *bloc* in the Assembly the primary

object of which would be to protect the interests of the community. The Muslim League in their election manifesto repeated, almost word by word, the Congress programme, and, except in one or two constituencies, the Congress supported the Muslim League candidates.

Political Elections

2. On the eve of the election the President of the Indian National Congress made a whirlwind tour of the Province, while the task of organizing the Congress for the contest rested in the hands of the Provincial Congress Parliamentary Committee. The enthusiasm at the polling stations was unprecedented and the voting was without any major incident. An analysis of figures shows the strength of public support for the Congress Party.

Total voting strength for Assembly	... ...	53,35,309
Cast	... ...	33,62,730
Total voting strength for Council	... ...	17,212
Cast	... ...	9,795
147 out of 228 in the Assembly		
14 out of 60 in the Council		
161 out of 288		

3. A clear majority was thus attained for the Congress. The National Agriculturist Party won a few seats in the Council, but taking the Legislature as a whole the Congress won 161 seats out of a total strength of 288. The main factors which contributed to this result were the superior organization of the Congress, the craving of the people for national emancipation, a general agreement of the voters with the basic principles, policy and programme of the Congress, and their faith in its leaders. People felt that a new and improved regime was about to be inaugurated. The prestige of the Congress was greatly enhanced. The most significant aspect of the election was that an overwhelming number of tenants voted for the Congress in preference to the zamindars.

Office Acceptance Controversy

4. With the elections secure, the question of office acceptance was mooted in the country. Early in March the Provincial Congress Committee decided against it, though it was recognized that in any case the Province would be bound by the

decision of the All-India Congress Committee. In the middle of March, His Excellency the Viceroy, in the course of a speech, assured the country that the Ministries once formed would be treated by himself and by Governors in a spirit of sympathy, helpfulness and co-operation. The Working Committee framed a resolution, accepted later by the All-India Congress Committee to the effect that the provinces where Congress commanded a majority in the Legislatures office acceptance be authorised provided that the leader of the Congress Party in the Legislature was satisfied and was able to state publicly that the Governor would not use his special powers of interference or set aside the advice of his ministers in regard to their constitutional activities.

5. Pourparlours continued. The Governors stated they were able to give the assurances specified in the All-India Congress Committee's resolution. The Congress leaders, who had been formally summoned by the Governors in those provinces where they formed the majority, refused to be satisfied with general assurances of help, sympathy and co-operation. Accordingly the new constitution was initiated with the Congress out of office by their choice. At the beginning of April the Secretary of State for India, Lord Zetland made a speech which was widely interpreted in the country as tending to close the door to settlement. Soon after the All-India Congress Committee at its meeting in Allahabad decided that assurances must be given and that in the event of disagreement between the Ministry and the Governors the latter should take upon themselves the initiative and responsibility of dismissing the former rather than allowing the ministers to resign. Lord Zetland's next speech in May, though more conciliatory than the former, was not regarded as satisfactory in Congress circles. At the end of May His Excellency the Governor of the United Provinces in a speech at Naini Tal cleared up a number of points and made a definite contribution to the solution of the dead-lock. Throughout this period two misgivings weighed with the Congress; first, that the Governors would interfere with the day to day administration in matters outside the province of their special charge, and secondly, that in cases where the Governors would exercise their reserved

powers they would do so in disregard of the wishes of the Ministers, and consequently, of the will of the country that had unequivocally spoken against the limitations of the Constitution. In June, Mahatma Gandhi made a statement in which he said that he would be satisfied if Governors gave an undertaking that in the event of serious disagreement with the Ministers they would ask for the latter's resignation. Lord Zetland and Lord Stanley pointed out the difficulties in the way of accepting this conciliatory offer. The situation improved with the Prime Ministers's speech. Ultimately, the Viceroy spoke on June 22. He made it clear that in the exercise of his special responsibilities a Governor would try to carry his ministers with him, while in the field of ministerial responsibilities he was bound to be guided by their advice. It was also pointed out that in a matter of minor difference in which a ministry's advice was not accepted it would be open to the ministry to continue in office and to indicate publicly that its advice had been neglected. On July 7, the Working Committee authorised office-acceptance. Throughout this process of clarification the All-India Congress Committee had acted for the six provinces in which the Congress had a majority, while the Viceroy spoke for the Governors of those provinces.

Interim Ministry office-acceptance and its immediate results

6. When the Congress refused to accept office at the end of March the Governors preferred to form Government with the minorities rather than take the more drastic step of suspending the Constitution no sooner than it was inaugurated. Nawab Sir Muhammad Ahmad Sa'id Khan of Chhatari who had served under the Diarchy as Minister, Member, and acting Governor, undertook to form a ministry. The Muslim League did not co-operate in the task of forming a minority Government. The creation of this ministry which was composed of members of the National Agriculturist Party, which lacked popular support as was demonstrated at the elections was criticised as being unconstitutional. So was the Governor's refusal to summon the Assembly in which the ministry would be defeated in the

absence of support. The Interim ministry had a short life of three and half months in office. Its position was essentially weak and its function was only to keep the machine going. The Interim ministry did, however, frame a programme which in spite of the support of the Liberal Press had small chance of being translated into action.

7. The new Cabinet was formed on July 17. Its composition was enthusiastically approved. The opening of the Legislature was the occasion for an outburst of enthusiasm for the ministry, who took it as faith in the Congress. The Cabinet at once set about carrying out their programme. The ban under the Criminal Law Amendment Act on a great number of associations in various places was removed; orders illegalising a number of societies like the Youth League, Workers and Peasants' party, Kisan Sangh and Hindustani Seva Dal were rescinded early in the day. After scrutiny, the Government issued orders for the release of political prisoners, including the first batch of those involved in the Kakori case. Police surveillance of political workers through reporting of speeches in public meetings and censoring their correspondence was immediately discontinued. The student was relieved of the responsibility of producing a certificate of non-participation in 'subversive' political activities to be considered fit for employment in the service of the State. The suddenness of relea e produced a momentary lack of control among certain people who soon realised the implications of the new programme's basis in non-violence.

8. The second earnest of the Government's active interest in the question of Civic Rights and Liberties was its changed attitude towards the Press. The black list of newspapers was cancelled. Securities demanded under the Indian Press (Emergency Powers) Act of 1931 excepting those occasioned by the preaching of communal hatred were refunded: and impartiality in the distribution of court-notices, advertisements and the like was ordered to be observed.

9. An important step was taken by the Government in the appointment of a Special Officer with a view to removing

corruption in the public services. To formulate a comprehensive policy of anti-corruption, a committee was subsequently appointed under Kunwar Sir Maharaj Singh.

10. The Government early declared that there would be no victimisation of Government servants. This declaration combined with the instructions to officers to co-operate with the Congress Committees in the discharge of common obligations to the country removed a longstanding antipathy.

Political Parties

11. Shortly after the elections it appeared that the Muslim League Party would line up with the Congress. But the negotiations between Pandit Jawahar Lal Nehru and Babu Rajendra Prasad on behalf of the Congress and Mr. M. A. Jinnah on behalf of the Muslim League revealed certain differences which were not made up. The Cabinet however consisted of two Muslims, one of whom, Mr. Hafiz Muhammad Ibrahim, had been originally elected on the Muslim League ticket. (Later on he sought re-election from the same constituency on Congress ticket and was returned with a large majority.) The Congress sought to enlist Muslim sympathies by a programme of mass contact and the Muslim League followed with a strong suit. In the series of bye-elections that followed the Muslim League won, though the candidates on the Congress ticket secured a fair number of votes, the proportion being seldom less than one-third. This indicated that the Congress policy was not without the support of a substantial section of the Muslims.

12. The Ahrar Party urged the Muslims to join the Congress and the resolution of the All-India Shia Conference at Lucknow in October did likewise. In the same month, however, the All-India Muslim League Conference showed that the Muslims of the province, barring those mentioned above, were more or less united in opposing amalgamation with the Congress and that they preferred to stand by themselves with the chief aim of promoting the interests of their community rather than to merge themselves in a party that was widely attacked in Muslim papers and on Muslim platforms as being Hindu in sympathy and willing to allow to Muslims their special rights.

13. After the assumption of office by the Congress the Muslim press often made allegations of anti-Muslim favouritism against the Government. Certain sections of the communal press succeeded in rousing communal frenzy and bitterness. The Muslim League, though it stood aloof from the Congress, continued to emphasise its nationalist views; but political considerations were largely over-shadowed by communal pre-occupations.

14. The Liberal Party suffered an eclipse in the elections. Its leaders met with scant success at the polls.

15. Socialism as a theory received an impetus during the year. The socialist element worked in team with the Congress and formed a Congress-Socialist platform within the ambit of the Congress organization.

16. The conservative element on the other hand made an attempt to repair the disaster of the elections and formed the Independent Party in the Legislative Assembly.

17. The depressed classes supported the Congress in the elections and the Congress nominees among them won signal success. Two of the elected members were appointed Parliamentary Secretaries. The depressed classes received educational aid and posts in the Government services. The year for them was one of general and gradual advance.

Palestine

18. The report of the Palestine Commission recommending partition and the resolution of His Majesty's Government upon it were condemned in the Muslim press and in some Hindu nationalist papers also, but little general interest was shown in the question up till the end of July. On August 20, however, a Palestine Day was celebrated on a most elaborate scale in Cawnpore and Lucknow. Processions were taken out and speeches delivered in which allegations were made that Imperialist motives lay behind the British policy. The Palestine Day was celebrated elsewhere with considerable disorder. Towards the end of the year excitement somewhat died down, but the Muslim press continued to denounce any attempt at restricting Arab activities.

Foreign affairs

19. The Government of India's policy on the North-Western Frontier was attacked in the Muslim press as being needlessly forward and extravagant. Considerable interest was shown in the Spanish War; and the Sino-Japanese War led to general condemnation of the Japanese in the press and to redoubled efforts to boycott Japanese goods in the country. Interest in Palestine, Spain and China marked a new phase in the political consciousness of the country.

Their Majesties' Coronation

20. The Coronation of Their Majesties was celebrated throughout the Province. The Congress abstained from taking part in the celebrations.

The United Provinces Industrial and Agricultural Exhibition

21. As a result of the abnormal monsoon and of the failure of contractors, the Exhibition started in December, 1936 under a handicap. By the new year, however, it was in full swing and the closing date was postponed from February 4 to February 24. The number of visitors was 847,000. The Exhibition resulted in a loss of Rs.1·35 lakhs.

22. The year witnessed a remarkable development in the political consciousness of the Province. The elections created a genuine stir, so interest in politics survived the excitement. The countryside was actively canvassed by the Congress, the League and the Kisan Sabhas which increased their importance. Nationalism developed a strong streak of consciousness of the world situation.

Madhe-Sahaba dispute

23. Towards the close of 1936, the Ahrars had given up civil disobedience in Lucknow and both Sunnis and Shias had sent deputations to His Excellency the Governor. In view of the persistent tension between the two sects, the Government decided to appoint a small official committee to examine their respective claims. This Committee met in April and its meetings coincided with the holding of the Ahrar Conference,

Feelings on both sides were allowed to run high by both the parties and it only required a demonstration by the Shias in the middle of May to cause a riot. This was followed by three days of assaults and the total casualties were seven killed and 117 injured. The sectarian controversy, though it spread in other districts of the province, did not cause any serious disturbance.

COMMUNAL SITUATION

24. Apart from Madhe Sahaba dispute the year was not marked by any important communal trouble. Communal tension there was no doubt and on Holi there were a few small riots. In Agra and Ghazipur which had both recently been the scene of much communal rioting the situation at one time was serious but peace was preserved. Ramlila was celebrated successfully at Allahabad and Aligarh.

25. At the Dadri fair in the Ballia district there was an unfortunate incident when cattle were being driven by butchers.

CAWNPORE LABOUR SITUATION

26. No sooner than the preliminary adjustments of office-assumption were effected the Government was faced with an acute labour situation at Cawnpore. The mill-workers there had certain grievances but no genuine organization to express them. The Mazdur Sabha included a small proportion of workers among its members, and the employers would not recognise it as a trades-union. By the end of July a number of mills went on strike, which had every chance of extending into a general one. The employers formed themselves into an association and Government appointed a Labour Officer to act as a link between the employers and the labourers. The strike however spread. The Hon'ble Premier went to Cawnpore and eventually succeeded in bringing about a settlement on August 9. The employers agreed to recognize the Mazdur Sabha which had by now acquired prestige and influence and abide by a number of other conditions. The question of wages and various other conditions of employment were to be the subject of a Special Committee. The Mazdur Sabha called off the strike and undertook to give due notice before starting another during the pendency of the enquiry. Work was

resumed, but towards the end of the month charges and counter-charges of victimisation and bad faith were being bandied about. An Inquiry Committee was constituted under the presidentship of Babu Rajendra Prasad with representatives of both interests. Strikes broke out again, and the Chairman expressed himself unable to continue until the atmosphere improved. So a judge was appointed to hold a special enquiry into the specific charge of victimisation made by the Mazdur Sabha. The judge held that no victimisation had taken place. October and November were unquiet months for Cawnpore. Pandit Jawahar Lal Nehru advised the labourers against lightning strikes which frittered their energies. The advice had a sobering effect. But when a black-leg foreman was murdered the labour problem got mixed up with the communal. The district authorities took a strong line and quiet was restored. In the meanwhile the Employers' Association withdrew their recognition of the Mazdur Sabha. In this atmosphere the Committee of Enquiry continued to take evidence, but its proceedings were hampered by lack of proper data no less than by the open antagonism of attitude between the Committee's two members who represented the two rival interests. The Committee was still sitting at the end of the year.

Economic Background and Trade

27. The economic background of the industrial disputes was the sharp fall in the price of raw cotton and a proportionately small drop in the price of cotton-textiles. Towards the end of the year the market was dull and mill-owners had to cut their profits fine. The position in the hosiery industry did not improve; internal competition being severe, Indian opinion was pressing for protection against Japan, and particularly against the Indo-Japanese Trade Convention which was ratified in April to last for three years. The Cawnpore Cotton Mills could not take advantage of the increased price of Japanese goods in overseas markets which resulted from the Sino-Japanese War. Imports of Japanese woollen goods increased and the local mills suffered. The price of wool rose but that of woollen goods failed to do so, in fact it registered a sharp fall at the end of the year. The net result was that profits of Cawnpore were low.

Industry

28. Beyond Cawnpore, taking the province as a whole, the year opened hopefully with prices steady but at a slightly higher level than in 1936; but the feelings of buoyancy were counteracted by a number of factors among which a general unsettlement due to fear of war and the unsettled state of gold prices and franc rates were the most important. Trade with Germany and Italy had become restricted In consequence though exports rose, imports shot up higher to reduce India's balance of trade. In consequence, retail dealers suffered considerably, and sales were poor at the end of the year. The Ottawa Agreement which remained in force during the period under review was generally condemned by Indian business and political opinion as being unfavourable to the interests of the country. But money remained cheap. The Government had no difficulty in floating a loan of one crore at three per cent. at the end of the year. The price of gold fluctuated in the neighbourhood of Rs.34·6 per tola and that of silver at about Rs.49·5 per 100 tolas.

Sugar

29. The phenomenal growth of the sugar industry had in the meanwhile created problems of its own which the Government felt compelled to solve at the earliest opportunity. Some 50,000 tons of sugar had been carried over unsold to the 1936-37 crushing season. But the intention to start crushing later in the season could not be realised as the cane-area itself had increased from 22 to 24 lakhs of acres with satisfactory outturn. Sugar prices dropped and pulled down the minimum price fixed for cane from four annas nine pies at the beginning of the season to four annas six pies in the second half of December, and to four annas three pies in February. At this time the sugar excise duty was enhanced by eight annas per maund but the price of sugar would not respond. The result was that the basic price of sugar had fallen by eight annas per maund and factories were not willing to continue crushing beyond March. Since there was a large area of cane still standing and the factories would like to close, a serious agrarian situation was

developing. So, to keep the factories working and assure the cultivators a reasonable market for cane, the minimum price of cane was reduced by the Government in April to four annas and three annas nine pies in the first and the second half of April respectively. The minimum price of cane was further reduced to three annas six pies in May, less three pies for rail-borne cane. Cane was crushed no doubt, but 5,000 acres remained standing at Gorakhpur. The cane situation was that while Government had great difficulty in providing for crushing, as in Gorakhpur, in other parts factories had to close down early owing to insufficiency of cane supply.

30. To meet this maladjustment a conference was held in June at which cane growers, factory-owners, sugar-merchants and various railway interests were represented. The situation was discussed and agreement was reached on certain points. But sugar-prices pursued their errant ways. Factories decided to create their own selling organization and the Indian Sugar Syndicate was formed in July with headquarters at Calcutta. The fall was temporarily checked. But it soon became apparent that the organization was defective and that the Government should be connected with it in some intimate way.

31. Since the two provinces of Bihar and the United Provinces together account for about 85 per cent. of the production of sugar in India and both were working the same political programme and possessed a common economic outlook the two provincial Governments decided to take concerted action. A joint conference met in September at Lucknow and appointed two sub-committees which met in October at Patna. They decided in favour of further control. In place of the scaling down of the minimum cane price according to the price of sugar at Cawnpore, as of old, the minimum cane price was to be fixed for the whole season at five annas three pies for cane delivered at the factory-gate and at five annas for cane delivered at outstations. This assured the income of the agriculturist and rescued him from the vicious vagaries of slithering prices. On the other hand, the industry itself had to be re-organized from unhealthy internal competition by the zoning system and

the licensing of factories. Each factory would be given a certain area; it would be entitled to the sole purchase of cane from that area, and expected to take all the cane available therefrom. The factories, in their turn would be licensed so that the establishment of the new and the extension of the old would be controlled by Government to prevent overlapping and over-production. Existing factories would be required to crush a certain minimum quantity of cane. Sugar prices were to be kept up or regulated by legislation compelling all factories in the United Provinces and Bihar to join the Indian Sugar Syndicate. The Government would have the power to lay down the maximum and minimum price at which sugar might be sold.

32. Accordingly, the United Provinces sugarcane rules were revised and the minimum price for the whole 1937-38 crushing season was fixed at five annas three pies at the factory gate and five annas for rail-borne cane. A Bill incorporating the remaining recommendations was framed jointly by the two Governments. It was passed in Bihar in December and became law early in 1938. A Cane Commissioner was appointed to regulate and organize cane supply to the factories. He would submit periodical reports.

33. A committee was appointed during the year to devise ways and means of starting the manufacture of power alcohol from molasses and of exploring other possible uses for the same.

34. Steps were taken to improve the *gur* industry by means of the distribution of improved bullock power, the use of crushers and pans on a large scale, tuition in improved methods of *gur* manufacture, and the marketing of improved product. An Association was formed at Aligarh to regularize the lock industry. Ten peripatetic tuitional classes were formed with the object of training artisans in improved methods at important centres. The subjects were weaving, spinning, dyeing, printing, carpentry, tanning and flaying.

Finance

35. The chief features of the year's budget were the application of the Niemeyer recommendations to provincial finance, the floating of a loan of 1 crore and the attempt subsequently made

by the new ministry to work out the inheritance of the past into a closing balance for the year by the practice of rigid economy but with a generous allotment of Rs. 10 lakhs for Rural Development and of orthodox principles of finance. In the normal course the budget for the next year, 1937-38, would have been presented in February 1937, but as the legislature, envisaged by the Government of India Act 1935, could not meet before April 1, 1937, special provisions were made by the Government of India Order empowering His Excellency the Governor to authorize the necessary expenditure for carrying on the administration from April 1, till such date on which the Legislature would pass the whole budget. So a schedule of expenditure was approved by the Government for six months from April 1.

36. The budget for the year was presented in September 1937 and was passed without any cut; the amount authorized by His Excellency was merged in the whole year's budgetary provision. The only taxation measure presented and passed was a Bill to impose taxation on entertainments and certain forms of betting. The Act came into force on November 15, and was expected to yield a revenue of Rs.2 lakhs in the rest of the budget year.

37. In accordance with the provisions of the previous United Provinces Famine Fund Relief Act, the amount of Rs.55 lakhs, which was the minimum balance to be kept ready for famine expenditure was invested in February 1937 in Government of India securities. In place of the Treasury Orders issued by the Governor General in Council under the Devolution Rules the Governor issued the Treasury Rules under section 151 of the Government of India Act, on April 1, 1937. In the new order Devolution rules have no place, and a set of subsidiary rules are to be issued by the Finance Minister in consultation with the Accountant General.

38. In pursuance of Sir Otto Niemeyer's recommendations, the Government of India passed a resolution on March 26, 1937 which laid down that the cash in treasuries and sub-treasuries in the province had become the property of the provincial Government ; that instead of one consolidated account for the whole of India at the Reserve Bank each provincial Government and the

Government of India should have separate accounts at the Bank; and that the Provincial Loans Fund which was financed by the Government of India should be closed with effect from the closing of accounts for 1936-37. The total amount of the outstanding loans taken by the United Provinces Government from this Fund, including the Pre-Reform Irrigation Debt was 29·47. On April 1 the Government took over the assets and liabilities of the items under Debt and Deposit heads of a provincial nature. The balances on these items amounted to 425 on March 31, 1937. Of this amount the Government took 55 as cash in treasuries and sub-treasuries and credit at the Reserve Bank, and the balance of 370 was utilized in part payment of the provincial debt to the Central Government. The remaining debt of 25·77 was consolidated at four per cent. and was to be repaid in 45 years by half-yearly instalments of roughly 61½.

39. The Government of India (Distribution of Revenue Order) 1936 gave effect to two other recommendations of the Niemeyer Settlement. Firstly, the province was granted a subvention of 25 a year for five years from 1937-38; secondly, the share of this Government in that half of the proceeds of income-tax, which was to be distributed between the provinces, had been fixed at 15 per cent. Receipts from this would, however, depend partly on the progress of railway finances.

40. To finance the capital expenditure during the current year a loan of one crore was floated through the Reserve Bank at three per cent. at 99, redeemable in 1952. Applicants were allotted 50 per cent. of the amounts applied for and the subscriptions retained by Government amounted to roughly 106. The subscription list was opened on August 31, 1937 and closed after a few hours. The budget estimate of total revenue charges for 1937-38 amounted to 1266·75 *plus* 104·26 under irrigation working expenses, making a total of 1371·01. The revised figure was 1350·51. The budget estimate of Revenue receipts was 1358·33; on this the revised estimate (1343·28) showed a deterioration of 15·05. The revenue deficit, which was budgeted at 12·68 was thus expected to be 7·23, a reduction of 5·45.

The balance at the end of 1936-37 amounted to 82·09. The revised estimate for 1937-38 disclosed a provincial deficit of 29·56, of which 7·23 was on revenue account and 22·33 on capital account. It was therefore expected that the year would close with a balance of 52·53.

AGRICULTURAL CONDITIONS—RENT AND REVENUE

41. The chief source of provincial wealth being land, the important problems which arose in the year regarding rent, revenue, and debt should be understood in the context of the agricultural conditions and particularly the prices which obtained in the year. Splendid prospects for *rabi* 1344 *Fasli* were dimmed by frost, hail and heavy rain. The *rabi* crop was, however, above the average. The monsoon was fitful and unevenly distributed with four divisions suffering from shortage at the end of July, while the eastern areas were affected by floods. The September rains did not make good with the result that the *kharif* outturn was below the average. The year closed with fair *rabi* prospects and the need of winter showers. Revenue relief amounted to 6·6 on the *rabi* 1344 *Fasli* crop and 11·1 lakhs on the *kharif*. A sum of 18 lakhs was distributed in *taqavi* exclusive of money for fertilizers' and tube-wells, and inclusive of seven for distress caused by hail and frost. Gratuitous relief of 0·33 was given for the flood-stricken while 0·44 was sanctioned for draught areas.

42. Agricultural prices were markedly higher in 1937 than in the previous year except in the case of *gur* which rose, remained steady, fell and rose again.

		January	April	June	September	December
Wheat	...	9·3	10·1	11·3	10·5	10·9
Barley	...	14·6	16·0	16·9	16·7	16·9
Gram	...	14·2	15·8	15·7	16·3	16·0
Common rice	...	9·6	9·2	8·9	9·3	9·0
Gur	...	13·9	13·9	14·3	11·9	11·4

N.B.—The average prices of some important crops are given above in seers per rupee.

43. Obviously, the agrarian problems of the year were affected by the backwash of slump conditions which had hit India hard a few years ago. Government under dyarchy had adopted certain measures to adjust rent and revenue and relieve the debtors who were punished by the fall in agricultural prices due to no fault of their own. But the measures of debt relief were being unfairly taken advantage of, by those for whom they were not meant. It became known that through loop-holes in the definition of the term agriculturist, men of means who were not primarily agriculturist were evading payment of debt. Similarly, the non-agricultural sources of income of a well-to-do agriculturist in debt were outside the operations of the Act. This unfairness vitiated the actual application of previous efforts.

44. The first step taken by the Government towards the solution of the main agrarian problem was the announcement by the Hon'ble Premier on August 2 in the Assembly, of the Government's intention to form two committees of the legislature, one of which was to consider reform of the tenancy and land revenue law while the other was to examine proposals for relieving rural indebtedness and for framing new debt legislation. Shortly afterwards the Board of Revenue was asked by the Government to issue instructions for the Stay of Proceedings for recovery of arrears of rent previous to *rabi* 1344 *Fasli* by ejectment or otherwise, and for the Stay of Proceedings for the liquidation of debts under the Encumbered Estates Act. To validate the stay orders for old rental and civil debts, two Stay of Proceedings Acts, one affecting Civil Courts and the other the Revenue Courts, were passed. The former was given effect to in September and the latter from January 1, 1938. The Civil Courts Stay of Proceedings Act makes a distinction in favour of petty proprietors. In accordance with the Hon'ble Premier's announcement, a small expert committee examined rent and revenue problems, and the committee of legislature on the same considered the reforms in detail in November and December. (A new Tenancy Bill was introduced in the Legislative Assembly on April 20, 1938.) And this expert committee fully examined rural indebtedness and the existing Debt Acts.

45. The immediate effects of the Stay Orders and subsequent legislation were unsettling. Habitual offenders among zamindars took advantage of the position while others either made no genuine attempt to collect or having collected, withheld payment until forced. Tenants either thought that there was no need to pay rent or that if they paid, they would lose the benefit of subsequent legislation. The issue of communiques and speeches by the Hon'ble Premier and the Hon'ble Minister for Revenue and other members of the legislature removed the misapprehension on the part of the tenants who were told definitely and clearly to pay rent for 1344 *rabi* and subsequent crops. The land revenue demand for 1344 *rabi* was collected almost in full, but collections for *kharif* 1345 *Fasli*, both of rent and revenue were coming slowly by the end of the year. The position had, in fact, settled down to a great extent on the eve of the next year and there was no general refusal to pay.

46. Relief granted by the Government after July for damage to *kharif* crops was on a more generous scale than what had previously obtained. Of the 1934 Debt Acts the Usurious Loans Act and the Agriculturist Act remained in force. The Temporary Regulation of Executions Act and the Regulations of Sales Act applied to no fresh executions. Regarding fresh applications the Encumbered Estates Act had practically no effect during the year, and in August the liquidation of debts under it was stayed.

Settlement etc.

47. While the districts of Bijnor, Meerut, Sitapur, Sultanpur and Bahraich remained under settlement, revision operations in Saharanpur, Budaun, Fatehpur, Hardoi and Bara Banki were completed. In the Muzaffarnagar, Bulandshahr, Muttra, Agra, Unao and Rae Bareli districts, revision operations were stopped in September pending the new policy regarding land revenue assessments. Towards the end of the year Settlement Officers were posted to the Bareilly, Fyzabad, Aligarh and Kheri districts. With effect from *kharif* 1345 *Fasli* Government imposed the progressive enhancements which were overdue in Muzaffarnagar, Agra, Lucknow, Unao, Rae Bareli and

Partabgarh, but allowed slump remissions on these new revenue demands on the old scale. Record and survey operations were started in Gonda, Shahjahanpur and Dehra Dun districts while those in Garhwal were continued.

AGRICULTURAL DEVELOPMENT

48. Two important principles were adopted in order to stimulate agricultural development: first, demonstrations conducted in cultivators' own fields in order to bridge the gulf between knowledge acquired in model farms and practice deadened by inertia: Secondly, concentration of efforts in limited areas with special facilities in agricultural water supply from tube-wells and canals. The cultivators were thus sought to be trained in making the most of enlightened husbandry. To improve the quality of seed, use was made of the Government of India grant of 2 lakhs which were ear-marked for wheat. The policy of raising 1 lakh maund of seed a year and widely distributing it with the objective of ousting *desi* seeds completely in course of the next few years was actively pursued. Efforts were concentrated on wheat as there was over-production of cane in the year making the distribution of seed cane unnecessary. In cane, poorer and diseased varieties were replaced and such seeds were pushed which would ripen at different times and facilitate rationalized crushing. At the same time alternative remunerative crops and rotations were demonstrated. Early ground-nuts and very early rice-sowings followed by *rabi* crops were shown to have possibilities in suitable areas.

49. By doubling the bull-purchase provision, 450 stud bulls were distributed. In certain areas where pedigree male-stock had been maintained for 15 years, the progeny were considered to be of sufficient merit to warrant registration and purchase for distribution to other herds. The improvement of cattle-stock by breeding was complemented by efforts to improve fodder supply, particularly through *guar*, *lucerne* and the perennial Napier and Guinea grasses.

50. A scheme for the raising of seed potatoes in the hill districts was started, to improve the quality of potato-crops in the plains. In co-operation with the Irrigation Department,

experiments were conducted in the reclamation and cultivation of mild *usar*, *parti* and *banjar* lands by manuring and generous irrigation. The methods of utilization of natural fertilizers e.g., green manure, compost and leguminous fodder crops, were demonstrated to the peasants.

Rural Development

51. At the close of the year two separate schemes of rural development were working side by side. The first, brought into force from October 1935, drew its financial sustenance from a grant of 15 lakhs from the Government of India and another of 1 lakh provided for two years by the provincial legislature, available between 1935—37. In 1936 the Government of India sanctioned another 17 lakhs which would be spent on a four or five-year plan that would do duty for the discrete departmental activities. It would be financed by $\frac{1}{3}$ of the new grant of 17 lakhs plus 1 lakh per annum from the Provincial Government. The remaining two-thirds, i. e, $11/\frac{2}{3}$ lakhs would be devoted to three selected schemes, rural communications, like the construction of culverts, feeder-roads, paving of lanes; improvement of water-supply, i. e., drinking water, well-boring, and construction of embankments and reservoirs, and lastly, the supply of improved seed in place of local inferior varieties. The whole scheme was under official supervison, and control: the district officer at the head, under him the Duputy Collector as Rural Development Officer, and still below a district inspector in immediate charge of twelve villages. The schemes mentioned above were placed under the supervision of the district officers.

52. The original scheme was in operation throughout the year. But towards the end a new and enlarged scheme was brought in by the Government. In fact, its character was different. In the first place, the whole area of the province, and not certain selected villages, was to be covered in five years. Naturally that would involve greater expenditure, so the provincial Government made a provision of 10 lakhs (as against 1 lakh) that would increase in subsequent years. A Rural Development Officer was appointed to co-ordinate the various aspects of the scheme. In addition a Provincial Rural

Development Board of 31 members was appointed with ⅔ non-officials as members and the Hon'ble Minister of Development in charge. Advisory Rural Development Associations were formed in each district with stress on the non-official element, the Chairmen and ⅔ being non-officials. The District Officer became the *ex-officio* visitor with power to inspect and report, to call for information, and nominate two senior Sub-Divisional Officers to serve on the association. Though the official element was not neglected, the virtual control of the scheme vested in the local association itself, consisting as it did of a majority of non-officials. The stipendiary officials were 10 superintendents in charge of 10 divisions, the districts inspectors, and about 800 organizers who would divide the villages into circles of eight or ten. At the end of the year the administrative necessity was to amalgamate the two schemes. Of the three special schemes, that of seed supply did not come into force, whereas allotments were made and expenditure incurred on water supply and rural communications. The year did not register a marked improvement in the countryside, though fruit-trees were planted in a number of villages, certain selected villages were cleaned, adult schools, clubs, circulating libraries were started; discretionary grants were in every case utilized on a contributory basis. The Rural Development Officer was appointed in November and by the end of the year the Divisional Superintendents had been selected, and good progress made with the organizers who were being trained in rural work.

Co-operative Movement

53. The year was a good one for the Central banks and the rates of interest were further reduced. The owned capital of most of the old banks amounted to about 50 per cent. of working capital. The Central banks began to advance money against produce or bills supported by railway receipts. In this way a part of the idle balances was invested. The number and membership of the primary credit societies expanded. In the Agricultural Societies there was recovery of over 70 per cent. of the demand, including overdues. Societies for salary earners

received particular attention during the year. Cane supply on co-operative lines increased notably and co-operative organizations handled a supply of about three crore maunds of cane. The *ghee* societies were restricted mainly to the Agra, Etawah and Mainpuri districts, handling *ghee* worth a little over a lakh of rupees. Village welfare work continued but there was little progress in the consolidation of holdings.

54. The Co-operative Court at the United Provinces Agricultural and Industrial Exhibition did some useful propaganda work. Classes for the training of *punches* and secretaries were held for the first time and conducted by the supervisors under a special educational Inspector. On account of the continued mismanagement of the United Provinces Co-operative Sugar Factory Limited at Biswan, the Punjab Sugar Mills Companies, Limited of Lahore were appointed as Managing Agents.

Veterinary

55. The main activities of the Veterinary Department were in regard to research and survey and the control of disease and epidemics. While the computation of the minimum dose of ordinary anti-rinderpest vaccine for buffaloes, sheep and goats to control the severity of reaction and of Naganol for combating *surra* in equines was carried on, a special survey of Bundelkhand was made to explore the possibilities of scientific sheep-breeding. Chronic cases of *surra* in a private farm at Etah and a severe out-break of foot and mouth disease with Pasteurella infection at the Keventer's Farm at Aligarh were tackled by the department.

Forests and the Villager

56. Taungya plantations were extending throughout in the province. Those in Saharanpur were noted for their high standard of silviculture and their utility to the villagers. The taungya method of fodder and fuel plantation was recommended by the Central Fodder and Grazing Committee. A provincial Fodder and Grazing Committee was formed and set up a five-year research programme. An Indian Forest Service Officer was appointed to enquire into fuel, fodder and grazing in the

plains. A reduction of 50 per cent. in grazing rates was given effect to immediately where practicable, to be extended later on in due course in other parts. The heavy floods in Gorakhpur division necessitated special concessions to the affected villages including the opening of 5,000 acres of forest to grazing. In Kumaun the village *panchayat* forest movement progressed. Towards the end of the year the Government were seeking to redress the grievances which were alleged to have arisen out of the earlier administration of hill forests; to which end the Kumaon Forest Committee was reconstituted and strengthened.

57. Timber prices rose and forest auctions were brisk. The expansion of the paper pulp industry stimulated the baib grass market. The N.-W. Railway placed large orders for special sizes of *sal* and *chir* sleepers. The post of Forest Utilization Officer was revived. Researches on *sal* regeneration, resin tapping and fuel plantations were yielding interesting results.

IRRIGATION

58. From November 1, the post of temporary Chief Engineer was abolished and the number of Chief Engineers was thus reduced to 2. Four divisions and seven sub-divisions were axed and five sub-divisions were transferred to the existing ones. The Upper and Lower Divisions of the Agra Canal were reconstituted; the Hydro-Electric Grid Divisions were re-organized and a third was formed at Roorkee.

59. The rainfall in *kharif* 1345 *Fasli* being insufficient except on the Sarda and Rohilkhand canals, and the monsoon being generally poor the demand for canal water on the western canals was strong throughout *kharif*. Supplies were on the whole adequate. The total *kharif* area irrigated by State Irrigation Works was 1·91 million acres against 1·76 in 1936 and 1·75 in 1935.

60. The Chitaura Power Station was brought into commercial operation in April with an installed capacity of 3,000 kilowatts. Machinery in the Nirgajni Power Station, the eighth and the last of the series was installed and was expected to operate early in 1938 with a capacity of 4,000 kilowatts. Installation of

turbines and boilers in the Chandausi Steam Power Station was completed. This station enabled essential repairs to canal works and power houses to function without the usual dislocation of running repairs. The duplication of the main transmission line from Salawa to Sumera transmission line from Bilari to Moradabad was completed. Twenty-one miles of 11,000 volt main lines were constructed and the existing Muzaffarnagar-Shamli line was converted for higher voltage to meet the increased load for the tube-well development in that area. An additional 170 miles of lines provided energy to 315 State tube-wells and private consumers in the rural areas. The additional load during peak hours was supplied by the Chandausi Station.

61. A committee of experts was appointed in November to examine the report of British Consulting Engineer who had come in January to investigate into the electrical and financial possibilities of a grid project in the eastern part of the Province.

62. Three hundred and sixty-one State tube-wells were constructed making a total of 1,438. The area irrigated by the tube-wells during *kharif* 1937 was 120,777 acres against 66,315 in *kharif* 1936 which was a year of heavy monsoon. The main canal feeder tube-wells which supplement the Ganges Canal supplies remained closed during most of *kharif* 1937 owing to plentiful river supplies.

63. The Sohawal Power Station was finished. A fifteen-mile long high tension transmission line to supply electricity to Fyzabad and Ajodhya was completed along with the Fyzabad canal with its distributaries and minors totalling 120 miles. The re-modelling operations of Mat and Hathras branches were practically over by the end of the year. The cost had been nearly 10 lakhs and 1·45 lakhs of acres of additional area were expected to be brought under irrigation.

Public Works Department

64. Out of the three appointments to the Class I of the United Provinces Superintending Engineers inaugurated at the end of 1936, one was direct and two were by promotion from Class II.

65. About 260 miles of roads were constructed at a cost of Rs.18 lakhs and the construction projects of five important roads were completed of which 30 miles stretch of the Bulandshahr-Ghaziabad section of the Grand Trunk Road was the most important. Twenty-five miles of this portion were in thin concrete.

66. The Council House expansion was finished and progress made with the new tahsil building and quarters at Mirzapur. The town of Gorakhpur was to be protected from the floods and construction works began.

67. Licensees of electric supply for Fyzabad, Pilibhit and Firozabad began supplies during the year and applications were received for licences for 12 towns. The number of towns with electric supply was 94 at the end of the year.

Excise

General

68. Restrictions imposed on the import of opium and *charas* from Delhi, the Punjab and North-West Frontier Province and of opium from Sindh were withdrawn. The licence fees from hemp drugs and opium shops for the second year of the auction system, though well below the figures of the previous year which had been inflated by speculative bidding, were nevertheless higher than those which obtained under the surcharge system. There was a marked increase in the consumption of *ganja*, *charas*, and opium. There was also an increase in the consumption of country spirit as a result of intensive competition which caused the retail prices to sink considerably.

Working of auction system on drugs and opium shops

69. The introduction of the new system had been marked by a certain amount of speculation and unsound bidding, and in many places there was extremely keen competition between city licensees, while a still more serious problem was provided by the rate war which went on between the rural and urban licensees. The largest rise in consumption took place, for obvious reasons, at rural shops lying close to the cities and within easy reach of the city consumer. Maximum prices (25 per cent. above the old surcharge rates) were imposed throughout the Province. In order to check uneconomic competition, to help the larger licensees to tide over their difficulties

and to reduce the fall in licence fees at the auctions for the second year of the system, minimum rates were applied in 15 districts; but there were considerable practical difficulties in enforcing the rates, and non-observance of minimum rates was fairly common. On the whole, however, the introduction of the auction system may be said to have been justified by results.

Preventive Work

70. There was a decrease in illicit distillation largely as a result of a scarcity in *mahwa*. Good work was done by the excise staff in checking the smuggling of *charas*, cocaine, and opium, but probably there was no real abatement in excise crime. The problem of checking cocaine smuggling remained an important and difficult one, while the smuggling of *ganja* from Nepal continued to be common.

Temperance

71. Temperance propaganda continued on the usual lines and in addition, the campaign received a fillip from the assumption of office by the Congress Party. The Government declared their policy of enforcing abolition at the first opportunity, but no administrative steps in this direction had been taken by the close of the year.

Education

72. The expansion of manual training classes in High Schools was continued, while the value of Agriculture in Vernacular Middle School curriculum was recognized by the conversion of nine rural *natural* classes into agricultural classes with five-acre farms, at a cost of Rs.22,500. Various schemes of girls' education were approved and the education of the depressed classes was developed. Certain rules and codes in schools were liberalized of which the most important was the abolition of Corporal punishment. The Golden Jubilee of the Allahabad University was celebrated with great success. A large number of representatives attended and messages were received from most of the principal Universities of the world.

Local Self-Government

73. A Lucknow Drainage Inquiry Committee was appointed and reported that the drainage and sewerage system of the Lucknow area had partially broken down and was in any case incomplete. The Committee estimated that at least Rs.40 lakhs would be required to put the system into order.

74. Towards the end of the year, Government appointed a small Expert Committee to examine the structure and working of the law and machinery relating to Local Self-Government. It was still sitting at the close of the year. Pending revision of the Acts, the Naini Tal and Mussoorie Municipal Board elections and all Town Area and Notified Area elections were postponed.

75. A number of Municipal Board and District Board Chairmen faced votes of no confidence and most of them were unseated.

76. The Improvement Trusts of Cawnpore and Lucknow commenced the re-payment of Government loans by paying their first instalments of Rs.1 lakh and Rs. half a lakh respectively.

Public health

77. General health conditions in the Province were on the whole satisfactory. Plague, however, was more prevalent than in 1936 and particularly marked in the Western districts. Epidemic dropsy was again reported from Benares and Cawnpore while Allahabad was freshly infected. The incidence of cerebro-spinal meningitis decreased. **General**

78. The District Health Scheme continued to function in 34 districts. In Muttra an anti-rabic centre was opened; thus the Province had 13 permanent and one seasonal treatment centres besides those in the Army and the Railway departments. Provision in the revised budget was made for intensive anti-malarial measures in the selected areas. The kind offer of the Indian Research Fund Association to contribute Rs.40,000 per year for five years on condition that the Local Government contributed an equal amount was being closely examined. There was an increase of over 300 per cent. in the manufacture of quinine tablets by the Government factory. The Health Unit in Partabgarh continued its useful activities and 66 per cent. of the total births in the area were attended by skilled midwives. The Board of Indian Medicine was able to render assistance to a larger number of Vaids, Hakims and dispensaries on account of the increased allotment from Rs.34,500 to Rs.49,500. **Special schemes**

Hospital Development

79. Ten surgical tuberculosis beds were transferred to the new Tuberculosis Hospital at Lucknow from the King George's Hospital. A new tuberculosis clinic was opened at Allahabad. Progress was made in the reconstruction of the Prince of Wales' Hospital, Cawnpore, which has now been re-named "The Ursula Memorial Hospital and Prince of Wales' Charitable Dispensary." This is due to the very generous donation of Messrs. H. Horsman and A. Horsman. In five district hospitals X-ray machines were installed out of allotments from the Silver Jubilee fund and in one as a result of private subscriptions.

Crime and Police Administration

Crime

80. The unusually low crime figures of 1936 were not repeated and there was a rise in the figures of dacoity, murders, and riots. The dacoity situation generally gave cause for a certain amount of anxiety.

Police administration

81. Considerable progress was made with the various schemes instituted with a view to effecting economy and increased efficiency. Several city police reorganization schemes were sanctioned by Government and the work in connexion with the necessary buildings was taken in hand. The schemes for the establishment of Recruit Training Centres and the concentration of the mounted police at the larger district headquarters were put into effect; the Civil Emergency Reserves were abolished in favour of small additions to the armed police strength. Patrol cars, lorries and bicycles were purchased out of the savings effected; and increased mobility and efficiency. Lack of funds continued to stand in the way of the much needed improvement in the accommodation provided for the police in many areas.

Labour and rural problems

82. A special feature of the year was the serious labour trouble in Cawnpore where the gravity of the situation on several occasions necessitated the despatch of large reinforcements of police and constituted a menace to public tranquillity as well as imposing a great strain upon the local police force. The behaviour of the police in very difficult circumstances was the subject of general commendation.

Courts and Prisons

Courts

83. Five munsifs' courts were abolished in Oudh on the ground of insufficiency of work. The abuses in the system of appointment of honorary magistrates engaged the attention of the Government. Preliminary instructions were issued in connexion with the number of honorary magistrates required in each district and the necessity for honorary magistrates to be trained under stipendiary magistrates, to transact business at fixed hours and to hold their courts in public buildings at district or tahsil headquarters; it was also laid down that they should sit in benches instead of singly. At the close of the year the detailed rules were still under examination. Pending examination of the need for the reform or abolition of the system of Honorary Assistant Collectors, orders were issued for the cessation of work in their courts from the beginning of 1938.

Prisons

84. The question of jail reform was taken up by the Government and a small committee was appointed towards the close of the year to consider what reforms were possible in respect of classification, diet, bedding, offences and punishment, prison labour and other matters. About the end of the year Government ordered a jail delivery and the number of prisoners released by December 1, 1937, was 3,746. The daily jail population of 1937 averaged 29,942 against 31,245 in 1936.

Legislature

Legislative Chambers

85. No meeting of the United Provinces Legislative Council as constituted under the Montagu-Chelmsford reforms was held in 1937. With the introduction of the new constitution the Legislative Council was replaced by two bodies, the United Provinces Legislative Assembly (Lower House) and the United Provinces Legislative Council (Upper House). The Legislative Council is primarily intended by the framers of the constitution to exercise a check upon legislation by the Assembly. If the Legislative Council holds up a Bill passed by the Assembly the Governor may summon a joint sitting of the two Chambers (either after 12 months or at once according to the nature of the Bill).

86. At the time of the elections the Congress and non-Congress elements were almost evenly matched in the two Houses combined, though the Congress were in a small majority. Later on as a result of recruitment of members of the Legislature to the Party. Congress acquired a clear majority in the combined Houses.

87. In view of the fact that the majority party (the Congress) did not accept office until 3½ months after the introduction of the new constitution, His Excellency the Governor did not summon the Legislature until July 29.

88. On September 9 His Excellency the Governor addressed a joint session of the two Chambers.

(a) The Legislative Assembly

General

89. The first meeting of the United Provinces Legislative Assembly under the new constitution was held on July 29, 1937, soon after the assumption of office by the Congress Party and members were sworn in. At the meeting held on July 31, 1937, the Assembly unanimously elected Shri Purushottamdas Tandon (Congress), as speaker and Mr. Abdul Hakim (Congress) as Deputy Speaker. At the close of the year the Congress Party held a clear majority with 143 members out of 228. All the six Ministers sat in the Assembly. The Opposition consisted of (1) the Independent Party with a strength of 32, based largely on the National Agriculturist Party, and led by Nawab Sir Muhammad Ahmad Sa'id Khan, of Chhatari (leader of the Opposition); (2) the Muslim League Party with 28 members led by Chaudhri Khaliq-uz-Zaman; and (3) 25 members who belonged to no party. The Assembly held 31 meetings during the year; 28 days were devoted to Government business and 3 days to non-official business.

Statement of policy

90. Soon after the Legislature met, the Hon'ble the Premier made a statement regarding the policy of the Government and made a definite motion that the House do approve of the policy. Discussion ensued on the motion which was subsequently adopted. The Opposition Leaders objected to the procedure under which the motion was made.

Budget

91. To make available to the new Government funds necessary for carrying on the administration of the Province until such time as the new Legislature was in a position to vote supplies for the whole year, His Excellency the Governor, in pursuance of the provisions of sub-paragraph (1) of paragraph 5 of the Government of India (Commencement and Transitory Provisions) Order, 1936, had authorized expenditure from the revenues of the United Provinces for the first six months of the financial year 1937-38. On September 6 the Hon'ble the Premier presented to the Legislative Assembly the budget estimates for the Province for the year 1937-38. He explained that in presenting this budget he was in many ways powerless to implement the policy of his Government. He criticized severely the provisions of the constitution "by which all elastic sources of revenue were reserved for the Centre", and he explained that not only had his Government had insufficient time to formulate definite plans with regard to reforms in a number of departments (such as education and jails), but they were in other ways tied down by the actions of their predecessors, for instance, in connexion with excise licenses which had already been auctioned for the full year. The effect of the policy underlying the new budget estimates was also minimized by the fact that for six months of the year the expenditure had already been authorized. He explained the provisions of the budget, and showed that by economies (including Rs.6 lakhs on travelling allowance and Rs.14 lakhs on departmental expenditure) and by other methods it had been possible to convert a deficit, which had been Rs.41 lakhs under the original budget estimates and which had been reduced to about Rs 30 lakhs as a result of steps taken by the interim Ministry, into a surplus of Rs.4½ lakhs. Additional expenditure amounting to Rs.17 lakhs was, however, proposed and the final estimated deficit was therefore Rs.12½ lakhs. The main item in the new expenditure was a sum of Rs.10 lakhs which was allotted to rural development. In the budget discussion, members generally expressed approval and offered congratulations to Government, and it was agreed that in the circumstances nothing more could be done in the way of economy or provision for social progress, while at the same time commendable political and financial

caution had been shown. Out of 36 demands for grants, 18 were voted without discussion owing to the fact that the whole time allotted for discussion was taken up with the other 18 demands. All the demands for grants were voted in their entirety. The debates on cut motions showed the House to be largely united in support of the various measures which were proposed, and in fact members of the Opposition were frequently in advance of the Ministers in commending liberal measures which the Ministers felt to be impracticable at the moment. During the course of debate, assessors and in particular honorary magistrates came in for criticism.

Legislation

92. Eleven Bills which were passed by the Assembly during the year under report received the assent of His Excellency the Governor and became Acts. The United Provinces Ministers' Salaries Act laid down that Ministers should be paid Rs.500 per mensem and be entitled to free residence. The United Provinces Legislature (Officers' Salaries) Act laid down the salaries of the Speaker, Deputy Speaker, President and Deputy President and provided for a free residence for the Speaker. The United Provinces Parliamentary Secretaries (Removal of Disqualification) Act enable salaried Parliamentary Secretaries to continue to be members of the Provincial Legislature. The United Provinces Municipalities (Amendment) Act postponed the general municipal elections at Naini Tal and Mussoorie in view of the pending revision of the Municipalities Act. The Agra Tenancy (Amendment) Act enabled tenants in certain permanently settled areas to sue for abatement of rent and extended the period for instituting these suits. The United Provinces Entertainments and Betting Tax Act imposed a tax on amusements and betting on the lines of the Acts in force in Bengal, Bombay and the Punjab. The United Provinces Agriculturists' Relief (Amendment) Act provided for the levy of court fees on plaints and applications under the original Act. The United Provinces Muslim Waqfs (Amendment) Act was passed to legalize the appointment of Provincial Commissioners of Waqfs. The Temporary Postponement of Execution of Decrees Act was subjected to certain amendments as a result of discussion. Its object was to prevent

agriculturists from being compelled to pay up amounts which they could not really afford to pay, or which it was inequitable that they should be called upon to pay pending legislation on the subject. The Act provided that the execution of certain types of decrees against agriculturists should be postponed as a temporary measure. The most important Act passed, and the only one which provoked lively discussion, was the United Provinces Stay of Proceedings (Revenue Courts) Act (No. IV of 1937). On assuming Office the Congress Government had stayed various revenue proceedings in order to protect cultivators. These orders had been attacked as being illegal, and legislation was therefore introduced to legalize the position. Some concession was made to the interests of the zamindars, and the Bill was slightly more favourable to them than were the stay orders. Accordingly the zamindars, while disapproving the principle of the staying of proceedings, were not anxious to vote against the Bill. The Bill provided for the stay of all original suits for arrears of rent prior to 1344 *rabi* and provided for the stay of other proceedings including ejectment. The zamindars generally urged that it was inequitable to stay the proceedings of rent realization while no steps were being taken to stay the realization of revenue or to refund revenue that had already been paid. The Bill was eventually adopted *nem con.* Subsequently certain defects which were brought to the notice of Government were removed in the United Provinces Stay of Proceedings (Revenue Courts) (Amendment) Act (No. VI of 1937). No non-official Bills were introduced.

Resolutions

93. Two Government resolutions were moved and adopted. The resolution offering congratulations and affectionate greetings to Mahatma Gandhi on the occasion of his 69th birthday was passed unanimously. The second resolution was to the effect that the Government of India Act be repealed and replaced by a constitution for a free India framed by a Constituent Assembly elected on the basis of adult franchise. Three amendments were moved to the resolution. The third amendment by which the Muslim League wished to provide that representation on the Constituent Assembly should be based on the Communal Award was keenly debated. The Muslim League members were not

willing to accept the assurance of the Hon'ble Premier that minorities would be equitably treated in the composition of a Constituent Assembly. The amendment was put to the vote and defeated. Five non-official resolutions were adopted, four of which were of some importance and provoked discussion. The first resolution recommended that Government servants' uniforms should be made of hand-spun and hand-woven *khadi* as far as possible and that all articles purchased by Government should be *Swadeshi* except such as are not available in India. In the second resolution it was recommended that steps be taken forthwith with a view to checking corruption. The fourth resolution recommended the separation of the judiciary and the executive, while the fifth resolution recommended that a committee be appointed to revise the present educational policy.

Speaker's Rulings

94. Considerable differences of opinion were displayed in connexion with three important questions on which the Speaker gave rulings. The Speaker announced his intention of establishing a convention by which the Speakar should not be required to abstain from party politics. The question of language gave rise to heated controversy both within and without the Assembly and the Speaker gave his decision in favour of an interpretation of a rule framed under the Act which, in effect, enabled all members to speak in Hindustani. Those who were opposed to this interpretation claimed that the language of the Act was mandatory and that only members who were unable to speak in English should be allowed to speak in Hindustani. A third point upon which the Speaker gave an important ruling was in connexion with the moving of cut motions. He decided that in accordance with the past practice members were free to move motions against the whole grant and also against items composing the grant. A committee consisting of 11 members was appointed to frame the rules of procedure for the United Provinces Legislative Assembly under section 84(1) of the Government of India Act.

Miscellaneous

95. A condolence motion was passed on the death of Sir Michael Keane, the first President of the United Provinces Legislative Council under the Montagu-Chelmsford Reforms. The forecasts of resettlement of the districts of Bareilly, Aligarh,

Kheri and Fyzabad were presented and discussed, and the Government came in for considerable criticism on account of their policy of continuing the settlements. The assessment reports of five tahsils were also discussed.

(*b*) *Legislative Council*

General

96. The United Provinces Legislative Council (Upper House) met for the first time on July 29, 1937 and members were sworn in. The election for the office of President was contested and Sir Sita Ram, who had been president of the Legislative Council under the previous constitution for 12 years, was elected. Begum Aizaz Rasul was elected Deputy President. The House consisted of 13 members of the Congress or Government Party under the leadership of Pandit Rama Kant Malaviya, 29 members of the Nationalist Party who acted as an opposition under the leadership of Rai Bahadur Thakur Hanuman Singh; and 17 members who belonged to no party. No member was a Minister, but three members were appointed Parliamentary Secretaries and acted generally as spokesmen on behalf of Government; in addition, Ministers addressed the House when necessary. Twenty meetings were held during the year; 16 days were utilized in the transaction of Government business and the remaining four days were devoted to non-official business.

Legislation

97. The Council passed 11 official Bills during the year, all of which had been transmitted by the Assembly after having been passed by that House. The United Provinces Legislature (Officers' Salaries) Bill was, in the first instance, passed by the Council with an amendment seeking to reduce the salary of the Deputy Speaker from Rs.2,000 to Rs.1,000 per year, but as the Assembly did not agree to this change the Council acquiesced in the original proposal. The United Provinces Stay of Proceedings (Revenue Courts) Bill, the Temporary Postponement of Execution of Decree s Bill, and the United Provinces Entertainments and Betting Tax Bill evoked considerable interest and were agreed to by the House after prolonged discussion. Three non-official Bills were introduced to amend the United Provinces Encumbered Estates Act and one to amend the United Provinces Agriculturists' Relief Act.

98. The budget estimates for the year 1937-38 were presented to the Council on the same day as they were presented in the Assembly, and were discussed generally. On September 3, after a lively exchange of views, a motion was carried for the adjournment of the House to discuss the serious situation created by the orders of Government to stay proceedings in courts against tenants and under-proprietors. Ten non-official resolutions were moved, of which six were adopted and four withdrawn.

PART II—DETAILED CHAPTERS

Introductory

It has been customary to include in every tenth annual administration report a résumé of general information about the province, which would in the ordinary course of events have been contained in the report of the year 1931-32. As this was omitted from that report in the interests of economy, for the latest information on the following subjects a reference should be made to the General Administration Report for 1921-22 :

	Pages
(1) Physical Features, area, climate, and chief staples ...	1—11
(2) Historical Summary	14—64
(3) Form of Administration	64—66
(4) Character of Land Tenures	67—72
(5) Civil divisions of British territory	72-73
(6) Legislative authority	93—95
(7) General system of public instruction	153—160
(8) Literary Societies	172-173
(9) Ecclesiastical jurisdiction	176—178

Details of the last census are to be found on pages 7—12 of the General Administration Report for 1931-32.

CHAPTER I—GENERAL ADMINISTRATION AND CONDITIONS.

1. The Personnel of Government in 1937

1. His Excellency Sir Harry Haig, K.C.S.I., C.I.E., I.C.S., held charge as Governor throughout the year. There were no changes in the personnel of the Executive Council until the new constitution was inaugurated on April 1, 1937. The Hon'ble Kunwar Sir Maharaj Singh, C.I.E., Bar.-at-Law, continued as Home Member, the Hon'ble Sir Joseph Miles Clay, K.C.I.E., C.S.I., O.B.E., I.C.S., as Finance Member, the Hon'ble Nawab Sir Muhammad

Yusuf as Minister for Local Self-Government, and the Hon'ble Sir Jwala P. Srivastava, D.LITT., M.SC., A.M.S.T., as Minister for Education.

2. Under the new Constitution the first Ministry was that of the Hon'ble Nawab Sir Muhammad Ahmad Sa'id Khan, K.C.S.I., K.C.I.E., M.B.E., of Chhatari, who accepted office on April 3, 1937 and took charge of Home Affairs. His Cabinet consisted of the Hon'ble Nawab Sir Muhammad Yusuf, as Minister of Local Self-Government and Health; the Hon'ble Sir Jwala P. Srivastava, D.LITT., M.SC., A.M.S.T., as Minister of Finance and Industries; the Hon'ble Raja Saiyid Ahmad Ali Khan Alvi, C.B E., of Salempur, as Minister of Education; the Hon'ble Raja Maheshwar Dayal Seth, Rai Bahadur, of Kotra, as Minister of Revenue and Agriculture; the Hon'ble Maharaj Kumar Sir Vijaya Anand Gajpatiraj of Vizianagram, as Minister of Justice; and the Hon'ble Major Raja Durga Narayan Singh of Tirwa, as Minister of Communications and Rural Development. This Ministry resigned on the afternoon of July 16, 1937, and was succeeded by a Congress Ministry under the Leadership of the Hon'ble Pandit Govind Ballabh Pant, B.A., LL.B., who accepted office on July 17, 1937. The Hon'ble Pandit Govind Ballabh Pant acted as Premier and Minister in charge of Home Affairs and Finance; the Hon'ble Mr. Rafi Ahmad Qidwai as Minister of Revenue and Jails; the Hon'ble Dr. Kailash Nath Katju, M.A., LL.D., as Minister of Justice, Development, Agriculture and Veterinary Services; the Hon'ble Mrs. Vijaya Lakshmi Pandit as Minister of Local Self-Government and Health; the Hon'ble Pandit Pyare Lal Sharma, M.A., LL.B., as Minister of Education and the Hon'ble Hafiz Muhammad Ibrahim, B.A., LL.B., as Minister of Communications and Irrigation. This Ministry held office at the close of the year.

2. Character of the Year

(See *the Government Resolution on Revenue Administration for the year ending September* 30, 1936.)

Nature of the weather and its effect on crop

3. The 1935 monsoon began well, but in August and September, rainfall was intermittent and unevenly distributed, with the result that the *kharif* outturn was generally below

normal. The defective September rainfall caused a slight contraction in the *rabi* area, but there were adequate winter rains in 1935-36 and the *rabi* outturn was generally satisfactory. The 1936 monsoon began early and (except in the Jhansi Division) was copious to excessive. The *kharif* harvest suffered very heavily in low-lying tracts in a large part of the province, particularly along the rivers Sai, Gumti, Gogra, Rapti and Ganges. Even in the uplands the damage to houses and wells was considerable, and widespread relief in the shape of remissions of rent and revenue, *taqavi*, gratuitous relief and house-building advances were necessary. Much of the *kharif*, however, recovered after the monsoon ceased and the year closed with excellent *rabi* prospects generally in spite of postponement of sowings in water-logged areas.

Cultivated area

4. The cultivated area rose to 35·28 million acres and was 1·7 per cent. above the 1901—31 average. There was a fair rise in the *kharif* area and a small drop in the *rabi* area. A feature of the year was the increased area under cane.

Irrigated area

5. The irrigated area rose by 1·1 per cent. to 10·72 million acres. There was a large increase in the *kharif* irrigated area and here again the cane area showed a notable rise. There was a decrease in the *rabi* irrigated area. Marked progress was made with the hydro-electric schemes in the Rohilkhand and Meerut Divisions.

Prices

6. The most important feature was a steady rise in the price of wheat at the close of the year. This rise has been maintained. Cane prices fluctuated and showed a tendency to fall as a result of a large expansion in production.

Health

7. The year was free from serious epidemics. The very heavy monsoon was the cause of an unusual amount of malaria.

CHAPTER II—ADMINISTRATION OF THE LAND

3. Realisation of Land Revenue, Agricultural Advances, and Canal Dues.

(See *the Government Resolution on Revenue Administration for the year ending September* 30, 1936.)

Total demand and collections.

8. The gross land revenue demand (including Rs.14,800 as arrears) was Rs.713·38 lakhs. There was an increase of Rs.1·13 lakhs on the gross demand of the previous year, due mainly to an increase of cultivation and revision of short-term assessments in Bundelkhand. The figure was reduced to Rs.712·32 lakhs on account of deductions for land acquisition, diluvian, assignments, grove land, etc. Government suspended the collection of Rs.0·23 lakhs and remitted Rs.111·02 lakhs for the fall in prices, Rs.4·66 lakhs on account of non-imposition of progressive revenue enhancements, Rs.3·14 lakhs on account of agricultural calamity and Rs.0·44 lakhs for other causes. The net recoverable demand was Rs.592·83 lakhs, and of this Rs.592·74 lakhs (99·98 per cent.) was collected. The balance at the close of the year was therefore Rs.9,000.

Irrigation

9. Mainly as the result of an increase of 274,000 acres in the canal-irrigated area, the current demand on account of occupiers' rates rose from Rs.158·6 lakhs to Rs.181·87 lakhs. The net amount recoverable, including arrears and excluding nominal and remitted demands, was Rs.183·14 lakhs. Of this sum, Rs.181·78 (99·3 per cent.) were collected. The balance was Rs.1·36 lakhs against Rs.2·02 at the end of the preceding year. The improvement in collections was thus maintained; the system of direct collection is working well.

Advances

10. Advances of *taqavi* totalled Rs.6·22 lakhs against Rs.8·3 lakhs in the preceding year. Rupees 1·55 lakhs was advanced for 72 masonry and 9 tube-wells, while Rs.4·67 lakhs was advanced mainly for seed, bullocks, non-masonry wells, and

fertilizers. The demand due for collection was Rs.25·71 lakhs, and of this Rs.2·12 lakhs was suspended. Collections totalled Rs.16·73 lakhs or 70 per cent. of the net demand, a considerable and welcome improvement on the figures of the preceding three years (51 per cent., 64 per cent. and 59 per cent.); remissions amounted to Rs.1·53 lakhs.

Coercive processes

11. Of the total collections of all kinds, 88 per cent. were made without resort to processes; the issue of coercive processes decreased further from 202,000 to 193,000 of which 112,000 were merely writs of demand or citations; warrants of arrest fell from 19,100 to 18,000, and the number of persons actually detained from 2,754 to 2,358. There was an increase in the attachment of immovable property mainly on account of increased use of this process for the recovery of section 185 Land Revenue Act arrears, in the Fyzabad Division. Land revenue and local rates accounted for more than three-quarters of the total annual demand, but only for 7 per cent. of the actual sales of movable and immovable property.

Remissions

12. Remissions in rent and revenue for the fall in prices were given on the same lines and on the same scale as in the preceding year.

Relief

13. All the Debt Relief Acts were in force during the year and many cases were settled under the Regulations of Sales Act and the Agriculturists' Relief Act. The time for making applications under the Encumbered Estates Act was extended for a further six months to October 29, 1936. To a considerable extent the Acts achieved their primary object of relieving debtors. The contraction of rural credit was not, however, made good.

4. Survey, Record, and Settlement Operations

(*For the year ending September* 30, 1936.)

14. In April, 1936 Settlement operations were re-opened in the Meerut, Bijnor, Sitapur, Bahraich and Sultanpur districts, while operations for the revision of settlement in accordance with the provisions of the Land Revenue (Amendment) Act, 1936, were commenced in parts of Sitapur and

Bahraich districts and in Saharanpur, Budaun, Hardoi, Fatehpur and Bara Banki. The Act requires Settlement and Revising Officers to take into account the prevailing level of prices in arriving at fair and equitable rent rates and permits them to abate the rents of statutory tenants, and to determine the rents of tenants of other classes, having regard to such rates and on a careful consideration of the circumstances of individual holdings. The fixation of rents so revised and the revision of assessments on the basis of the resulting revised assets, are accompanied by the cancellation of the slump remissions in rent and revenue which in many cases display anomalies and inequalities. Rents are being revised in all Settlement and Revision districts.

15. Record and Survey operations continued in Garhwal, and an accelerated programme was adopted. Survey and record operations were carried on in the Municipalities of Hardwar Union, Ghaziabad and Nawabganj (Bara Banki district) and in the *abadi* of Kiraoli (Agra district).

5. Land Records

(See *the Report on the Administration of Land Records for the year ending September* 30, 1936.)

General

16. Further efforts were made to check the employment of supervisor kanungos on extraneous duties. Settlement and revision operations in 10 districts, settlement forecasts in four others, and the revision of the Land Records Manual, caused interruption in the normal Land Records work. On the whole, however, the staff was more free from distractions than in the preceding year, and this resulted in a general improvement. Ten more superintending kanungos were appointed, making 30 in all, and there is no doubt that the superintending kanungos, who are able to devote themselves entirely to the checking of the work of supervisor kanungos and patwaris in districts, have effected a considerable improvement in land records. Provision was made for the creation of ten more superintending kanungos' posts in 1937-38.

Patwaris

17. The percentage of qualified patwaris holding the school certificate rose from 97·41 to 97·58. The percentage of passes

from patwari schools increased from 73·7 to 78·6. On account of serious irregularities in the conduct of the examination in the Patwari School, Lucknow, the examination was quashed. The candidates boycotted a fresh examination, and were permanently debarred from appearing again. The Patwari School at Cawnpore was closed for one year in the first instance. The percentage of non-resident patwaris dropped from 10·67 to 8·95. Patwari statements were filed with reasonable punctuality.

Testing of records

18. Except in the districts which were under settlement or revision operations, there was a general improvement in the amount of testing done by supervisor kanungos; in addition, the work done by the supervisors was distinctly more effective than in the previous year. The testing of records by gazetted officers, tahsildars and naib-tahsildars was adequate and thorough. The condition of maps was reported to be generally satisfactory with the exception of those in the permanently settled districts of the Benares Division.

6. Tenancy Areas

(See *paragraph* 8 *of the Government Resolution on Revenue Administration for the year ending September* 30, 1936 *and the appendices thereto, consisting of reports by the Board of Revenue.*)

Occupancy and Statutory tenants

19. In Agra the real occupancy area including land held by tenants of not less than 12 years' standing in 1333 *Fasli*, fell by 1·4 per cent. (182,423 acres) as a result of relinquishments, ejectments, and deaths of tenants without heirs. In Oudh, there was a fall of 52,986 acres in the statutory tenants' area. In neither case was the decrease fully balanced by increases in other definite classes, and it is clear that "bila tasfia lagan" entries are unnecessarily numerous.

7. Government Estates

(See *the Government Resolution on the Administration of Government Estates for the year ending March* 31, 1937.)

General

20. Total receipts fell by Rs.0·74 lakhs to Rs.11·7 lakhs, while expenditure rose by Rs.0·07 lakhs to Rs.7·28 lakhs. The

surplus thus decreased by Rs.0·81 lakhs from Rs.5·23 lakhs to Rs.4·42 lakhs.

Tarai and Bhabar Government Estates

21. A fall in income of Rs.0·37 lakhs, and an increase in expenditure of Rs.0·13 lakhs (principally on account of works and establishment), resulted in a decrease of the surplus from Rs.1·87 lakhs to Rs.1·37 lakhs. The fall in income was mainly due to a fall in forest receipts, partly as a result of the poor quality of the lots for disposal, partly owing to reduced prices, and partly as a result of a reduction of output in accordance with the new working plan. Nevertheless, improved principles applied to regeneration and good progress made with *sal* regeneration in particular, held out hopes of future recovery.

Free and concessional grazing of a total estimated value of Rs.1½ lakhs was granted to residents; and it is estimated that about 200,000 cattle, or over 80 per cent. of those in the estates are grazed entirely free. Excluding the forests, which yielded a surplus of Rs.1·63 lakhs, the amount spent on management and for the benefit of the inhabitants generally, is more than the actual income from the Estates. A sum of about Rs.21·7 thousand was advanced as *taqavi* mainly to new settlers for wire fencing under the revised *kham* terms. Agricultural conditions during the year were on the whole satisfactory, with a heavy monsoon and timely winter rains. Anti-malarial measures continued to be carried on vigorously; 128 hand pumps were fixed and 28 tube-wells bored. Nevertheless, deaths during the year exceeded births by 664. Although this figure was an improvement on that of the previous year, there is no doubt that if any real progress is to be made, the first requisites are still the effective control of the malaria menace in the Tarai and the provision of a satisfactory water supply in the Bhabar.

Garhwal Bhabar Government Estates

22. The income fell from Rs.43·7 thousand to Rs.42·6 thousand, and there was also a slight decrease in expenditure leaving a surplus of Rs.15 thousand compared with one of Rs.15·8 thousand in the previous year. Crops were normal and the estates were free from serious epidemic diseases either of man or beast. Practically the whole culturable area has now been brought

under cultivation. Government have under consideration proposals for the provision of additional funds for anti-malarial work and for veterinary facilities at Kotdwara.

Soldiers' Settlement Estates, Almora

23. Excluding 11 serving soldiers, the number of absentee jagirdars fell from 138 to 129 during the year. With a view to encouraging the settlement of jagirdars in the estates, proposals have been made for the grant of additional concessions to resident jagirdars only.

Dudhi Estate, Mirzapur

24. There was an increase of Rs.18·5 thousand in receipts (of which Rs.13·2 thousand, however, was due to adjustment of advance collections), and a decrease of Rs.3 thousand in expenditure. The surplus was Rs.39·9 thousand. Agricultural conditions were satisfactory and collections were practically full. Income from forests, however, was disappointing, and if this income is to be improved money will have to be spent in improving the means of communication.

Stone Mahal, Mirzapur

25. Owing to a decrease in the demand for stone the income fell from Rs.0·96 lakhs to Rs.0·92 lakhs. Expenditure, however, also fell from Rs.0·49 lakhs to Rs.0·46 lakhs.

Stud Farm Ghazipur

26. Receipts and expenditure were both reduced; and the surplus fell by Rs.6·5 thousand to Rs·20·2 thousand. *Kharif* crops were damaged by heavy early rains and the *rabi* by hail; and in spite of remissions collections were below the average. Progress was made in pursuading tenants to use improved seed and to take up fruit growing.

Other Estates

27. Agricultural calamities resulted in the grant of heavy remissions and collections fell. The development of educational, medical and public health facilities was helped both directly and by subscriptions in aid of local institutions for these purposes.

8. Wards' Estates

(See *the Report of the Court of Wards for the year ending September* 30, 1936.)

Estates under Management

28. Ten estates were released and eleven were taken over; the number of estates under management thus increased from 186 to 187. The largest estate taken over was the Deogaon Estate

(Fyzabad district) which has an estimated annual income of half a lakh and debts to the extent of about three lakhs. The most important release was that of the Rampura Estate, Jalaun. During a little over 20 years under the Court of Wards, the rent roll of this estate increased from Rs.63,000 to Rs.1,04,000 and the investments from nil to Rs.5·8 lakhs, while Rs.3 lakhs was spent on original works of improvement for the benefit of the tenantry. The Ramnagar Estate, Gonda, was released on the ward attaining majority. It had been nine years under Court of Wards management.

Collections

29. Excluding remissions, suspensions, and advance collections, the net recoverable demand was Rs.115·06 lakhs against Rs.117·56 in the preceding year. The collections increased from Rs.107·69 lakhs to Rs.109·76; the percentage of collections to current demand was 96·6 and showed a considerable increase over the percentages of the three previous years (91·7, 91·3 and 94). Collections generally were satisfactory.

Cost of management

30. The cost of management increased slightly from Rs.14·1 lakhs to Rs.14·2 lakhs, representing 11·15 per cent. of the gross income against a percentage of 11·32 in the previous year. Attention was paid to the re-grouping of circles. The court has recently reverted to the regular line all the tahsildars, naib-tahsildars and supervisor kanungos who were on deputation and has appointed in their place directly recruited candidates. This will have the effect of reducing still further the percentage of cost of management to gross income.

Payment of Debts

31. The debts due at the close of the year fell from 206 lakhs to 191 lakhs. Fresh loans raised amounted to 4 58 lakhs and included a sum of Rs.2 lakhs, taken as a temporary measure by the Balrampur Estate for emergent expenditure and repaid during the year. The amount spent on repayment of debt increased from 23 lakhs to 27 lakhs, and of this amount Rs.22·94 lakhs was taken from surplus profits. In about four-fifths of the indebted estates the liabilities decreased; the financial position in some of the remainder is far from satisfactory.

In cases in which the Court of Wards had filed applications under the Encumbered Estates Act and in which compromise

promised to be more beneficial to the debtor estates than formal proceedings under the Act, compromised negotiations were opened with creditors; as a result 29 out of 63 applications were withdrawn. The effect of the compromises was that the indebted estates paid at a rate of interest more favourable than the 4½ per cent. payable to Government under a liquidation scheme, while creditors received a more favourable rate than the 3½ per cent. payable by Government under the Act.

Investments

32. The amount invested by various estates increased from Rs.3·22 lakhs to Rs.6·58 lakhs, largely as a result of investment by the Balrampur Estate in the Balrampur Sugar Factory and in the purchase of judgment-debtors' property. Inter-Court of Wards Loans were again restricted to cases in which there was no likelihood of transfer of property under the Encumbered Estates Act.

Improvements (a) General

33. The sum spent on improvements increased from Rs.11·67 lakhs to Rs.12·97 lakhs and included an increase from Rs.3·39 lakhs to Rs.5·7 lakhs on irrigation. The Balrampur Estate was again very prominent and actually spent Rs.8·94 lakhs on improvements, mostly in carrying out its various irrigation schemes and in installing a 750 kilowatts Motor Steam Power House. There are now 27 tube-wells in operation on this estate with the prospect of a substantial increase. The number of Court of Wards Farms increased from 10 to 12, and here again the Balrampur Estate was prominent. Five estates have their own seed stores and in a number of cases improved ploughs were issued to tenants. The Musepur Estate (Fyzabad) gave a jungle of 200 acres to eight educated young men who are clearing it and are making it fit for a large agricultural farm on a co-operative basis. In the Qila Partabgarh Estate a large number of young trees have been distributed free of cost to the tenants for planting on *parti* land. The consolidation of holdings was extended in the Balrampur Estate and has now been completed in 72 villages; the number of fields in these villages has been decreased from 60,927 to 6,006.

(b) Rural uplift

34. The solvent Court of Wards Estates participated in the rural uplift movement by starting new circles of their own and by assisting in the Government schemes. Extensive propaganda

was carried on to improve sanitation, agriculture, education and medical aid. The financial assistance given by the estates was chiefly directed to the construction of soakage pits, the removal of manure pits from village sites, the free distribution of medicines, the disinfecting of drinking wells, the establishment of adult schools, the supply of improved agricultural implements and seeds and the construction of wells. The tenants have generally co-operated in the movement.

(c) Co-operative societies

35. The number of societies increased from 546 to 570 with a working capital of Rs.8·04 lakhs. The general financial condition of the societies showed an all-round improvement.

(d) Objects of Public Utility

36. The expenditure on education increased from Rs.1·01 lakhs to Rs.1·06 lakhs while that on sanitation and medical aid increased from Rs.2·54 lakhs to Rs.2·97 lakhs. Nineteen schools were entirely maintained by various estates, and there were 21 estate dispensaries.

Litigation

37. The number of rent suits fell from 7,289 to 6,878 and the number of ejectment cases from 3,723 to 3,092. There was a slight increase from 3,555 to 3,781 in the number of suits for arrears of rent. The total amount involved, under section 39, Court of Wards Act was Rs.2·55 lakhs; of this, Rs.1·28 lakhs or 50·3 per cent. was recovered. The Court of Wards was involved in 13 civil suits exceeding Rs.10,000 a piece in value. The Court of Wards also appeared as appellant or respondent in 17 appeals of a valuation of more than Rs.10,000.

Wards

38. The total expenditure on the maintenance and education of wards and their families decreased from Rs.25·30 lakhs to Rs.22·14 lakhs. Of 151 wards between the ages of 10 and 21, 103 were reading in schools or colleges. The amount spent on the education of wards was Rs.89,845, and on their relations was Rs.27,948. Sixteen wards received training in estate management.

9. Revenue Courts

(See *the Government Resolution on Revenue Administration for the year ending September* 30, 1936 *and the appendices thereto, consisting of reports by the Board of Revenue.*)

Tenancy Litigation in Agra

39. Institutions and applications fell by about 5 per cent. from 540 thousand to 515 thousand. Suits for arrears of rent

fell from 290 thousand to 272 thousand. Ejectment suits and applications fell by 4 per cent. but applications to relinquish holdings increased from 25,315 to 25,926. The area from which ejectment was ordered was 226 thousand acres as against 252 thousand acres in the previous year.

Tenancy Litigation in Oudh

40. Institutions fell from 85,500 to 79,000; the largest decrease was in arrears of rent suits. Suits, notices, and applications for ejectment and for assistance to ejectment fell by about 4 per cent. after a 14 per cent. rise in the previous year. The area from which ejectment took place fell from 96 thousand acres to 81 thousand acres. The number of applications for service of notices of relinquishment fell generally.

Disposal of original Tenancy cases

41. In Agra 691 thousand cases were decided, leaving a balance of 112 thousand at the close of the year. In Oudh, out of 105 thousand cases for disposal 102 thousand were decided.

Mutation

42. The number of changes recorded in proprietary rights fell by nearly 5 thousand, mainly as a result of decreases in Mortgage and Succession cases. The decrease in Mortgages was due to the provisions of the Encumbered Estates Act. The fall in succession cases was probably due to the pre-occupation of Patwaris with settlement work and the preparation of new electoral rolls. As a result of the postponement of sales under the orders of Government and under the Debt Legislation there was a decrease in the number of sales under orders of Court. Redemption cases rose from 6,947 to 7,495.

Partition

43. The number of new applications for partition (2,593) was almost the same as in the previous year, and included 451 applications for perfect partition. The number of partitions for disposal totalled 5,565 and of these 2,445 were finished, leaving a balance of 3,120—the balance at the end of the previous year had been 2,972. The Revised Partition Manual lays down a procedure which should give less cause than hitherto for delay and objections in the disposal of partition cases.

Appeals and Revisions

44. The number of tenancy appeals filed before Collectors decreased from 8,290 to 7,973 in Agra and increased from 635 to 792 in Oudh. The number of appeals filed before Collectors under the Land Revenue Act was 5,726 in Agra and 1,406 in

Oudh. Appeals filed before Commissioners under Tenancy Acts increased from 3,654 to 4,180 in Agra and from 683 to 801 in Oudh. Under the Land Revenue Act 1,527 appeals were filed before Commissioners in Agra and 401 in Oudh. Before Judges 2,395 appeals were preferred under the Tenancy Acts. The Board disposed of 2,490 appeals and applications against 2,957 in the previous year. There was a pending balance of 1,306 cases at the close of the year before the Board.

Execution of Decrees

45. New applications totalled 198,075 against 203,865 in the previous year; disposals decreased from 203,933 to 199,705. The balance pending at the end of the year was 28,079. Rupees 48,58,709 were recovered.

Land Acquisition

46. The area of land acquired for public purposes during the year was 1,374 acres (including 33·83 acres acquired by private negotiations) against 1,053 acres in the previous year. Compensation paid rose from Rs.2·63 lakhs to Rs.5·05 lakhs. The high figure is due to the acquisition of a small but expensive plot for Hardwar Municipality.

CHAPTER III—LAW, ORDER AND LOCAL SELF-GOVERNMENT.

10. Course of Legislation

47. The following Acts were passed by the Local Legislature of the United Provinces in the year 1936:

(1) An Act to amend the United Provinces Land Revenue Act, 1901 (III of 1901).

(2) An Act further to amend the Court-Fees Act, 1870 (VII of 1870), in its application to the United Provinces.

(3) An Act to amend the Indian Stamp Act, 1899 (II of 1899), in its application to the United Provinces.

(4) An Act to effect a change in the designation of the office hitherto known as that of Subordinate Judge.

(5) An Act further to amend the United Provinces Municipalities Act, 1916 (II of 1916).

(6) An Act to amend the Agra University Act, 1926 (VIII of 1926).

(7) An Act to amend the United Provinces District Boards Act, 1922 (X of 1922).

(8) An Act to amend the United Provinces District Boards Act, 1922 (X of 1922).

(9) An Act to amend the United Provinces Regulation of Sales Act, 1934 (XXVI of 1934).

(10) An Act to provide for the establishment and maintenance in the United Provinces of a fund, called the United Provinces Famine Relief Fund, for utilization on occasions of serious famine and of distress of a serious nature arising from drought, flood, or other natural calamities in the said province.

(11) An Act to provide for the proper treatment of cotton seed.

(12) An Act to provide for the construction, improvement, and maintenance, of State tube-well irrigation works.

(13) An Act for the better governance, administration and supervision of certain classes of Muslim Waqfs in the United Provinces of Agra and Oudh.

A description of the main provisions of these Acts will be found on pages xi and xii of the General Administration Report, 1935-36.

11. Police

(See *the Report on the Administration of Police*, 1936.)

General

48. Heavy floods in many districts caused distress and had an adverse effect on crime. Communal relations improved somewhat, but the *Madhe Sahaba* controversy continued unabated. There were no strikes of major importance. Political activity was at a low ebb. The activities of the murderer Mewa Ram caused anxiety in Gonda, but the dacoity situation, generally, showed a marked improvement. The relations with the authorities of neighbouring States continued to be excellent.

Temporary staffs were created for the policing of the *Ardh Kumbh Mela* at Allahabad and the United Provinces Industrial and Agricultural Exhibition at Lucknow.

Crime Statistics and Investigation

49. The police investigated 58,200 cases as against 57,986 in 1935; 88·9 per cent. of the cognizable cases reported were investigated. In cases investigated, the percentage of convictions obtained was 22·8 against, 23·9 in 1935, and 21·8 in 1934. The percentage of convictions to cases tried out remained unchanged at 86·2. The number of non-cognizable cases reported, increased from 150,057 to 155,509.

Murder and Culpable Homicide

50. Excluding 69 false cases and 84 cases in which murderers committed suicide the number of murder cases reported was 793 against 897 in the previous year. The recent rise in murder figures seems to have been checked. Murders by dacoits decreased from 40 to 37 while cases of culpable homicide not amounting to murder increased from 443 to 486. The percentage of convictions to reports of murder was 23, against 24 in

1935. The murders included six by professional poisoners and stranglers, and 19 by hired assassins. In Gonda district Mewa Ram and his gang were responsible for over 25 cold-blooded murders. Mr. Cole, Superintendent of Police, Fatehgarh and Sub-Inspector Jainti Prasad were shot while arresting armed men.

51. Action under section 107 Criminal Procedure Code was taken in 1,549 cases against 1,762 in 1935 and the number of true cases of riot decreased from 1,969 to 1,809 (the lowest figure since 1930). Communal riots were not of importance. In Shahjahanpur an attempt to rescue a prisoner from a police party resulted in firing, as a result of which four persons were killed and three injured. The firing was found to be justified. Rioting

52. The number of true cases of grievous hurt reported fell from 2,641 to 2,439. The percentage of cases convicted to cases disposed of was again 89. Grievous hurt

53. There was again a marked declfne in the figures of dacoity reports (from 518 to 394) and the return was the lowest for 30 years. The work of the police was implemented in a number of cases by the resistance offered by villagers to dacoits. Dangerous gangs were broken up in the Meerut, Aligarh, Etawah, Rae Bareli, Gorakhpur and Basti districts. The situation in the Jhansi, Agra and Cawnpore districts is still not satisfactory although good work was done by the police in 1936. Sanchit and Mewa Ram remained active in Gonda and the latter was responsible for two serious dacoities. Dacoity

54. The reports of robbery decreased from 501 to 488 and the percentage of convictions to reports was again 29. A Cawnpore gang of mail robbers was broken up. Robbery

55. The number of cases reported again fell. The figure was 31,483 against 31,777 in the previous year. Unfavourable economic conditions affected the returns. There was a remarkable rise of 852 in the figures of Sitapur district as a result of measures against concealment. The percentage of convictions to reports fell from 13 to 12. 'Burglary has been controlled by surveillance and prevention, but the methods of detection are still inadequate. Burglary

Theft

56. The theft figures increased by 51 to 16,907. The great majority of cases were not investigated. There was a slight increase in the percentage of thefts of agricultural produce and there was an increase in bicycle thefts. Thefts of firearms decreased from 110 to 84, and of these 51 were recovered. There was a decrease from 3,692 to 3,429 in the number of cattle theft reports.

Other Crimes

57. The number of true cases of kidnapping reported decreased from 716 to 690, and the percentage of convictions to reports was 30. Centres of trade in women were discovered in an *Ashram* in Delhi and in a village in the Agra district. Twenty-one prosecutions for harbouring were lodged as against 31 last year, and in only about half the cases were convictions obtained. There was a decrease from 55 to 44 in the number of poisoning cases; this included a very satisfactory decrease from 35 to 18 in cases of professional poisoners. Of these 18 cases, however, only five reached court, and the police were again unable to track these wandering criminals with any degree of success. Eighty cases of counterfeiting were dealt with, and the percentage of convictions to cases reported was 45.

Surveillance and Prevention

58. The number of history-sheets decreased from 42,900 to 42,788 but is still excessive. The number of sheets opened was 7,132, and 7,247 were closed. As a result of the improved criminal situation the number of cases under sections 109 and 110, Criminal Procedure Code decreased. Four thousand three hundred and twenty persons were prosecuted under section 109, Criminal Procedure Code, and 2,552 under section 110, Criminal Procedure Code.

Criminal Tribes

59. A census was made of the total population of those tribes and mixed gangs that are notified under the Criminal Tribes Act. The figure was the huge one of 1,449,225. The registered population increased from 40,552 to 40,672 and of these 1,922 were living in Settlements. It appears that the exemption from registration was too generous in the previous year, and there were complaints about some of those exempted. Cancellations of registration increased from 1,369 to 1,429 but exemptions decreased from 1,531 to 333; the 1934 figure for

exemptions was 241. The Bauriah Colony of Muzaffarnagar again provided an outstanding problem and complaints were received against the Bauriahs.

Absconders

60. The number of registered absconders fell from 2,483 to 2,397. Five hundred and fifty-two absconders were produced in court, but of these 201 surrendered voluntarily.

Railway Police

61. There were 11 cases of heinous crime (including six robberies) against 12 in the previous year. There was an increase in the total volume of cognizable crime, but there was a marked reduction in the number of thefts from passenger trains, waiting rooms, and platforms. An intensive campaign was conducted against ticketless travel.

Criminal Investigation Department

62. Three cases were pending in the Investigation Branch and 11 new cases were taken up. There were no convictions, but at the close of the year four cases were under trial and eight were under investigation. The Investigation Branch assisted the District Police in four cases.

Terrorist acts were infrequent. Revolutionaries continued to be absorbed in Communist organizations. There was a marked increase in Communist activity in many directions. Nine cases involving 12 accused were prosecuted in Cawnpore under the Codes and Special Acts; all these resulted in convictions.

Police Training College

63. The name of the Institution was changed from "Police Training School" to "Police Training College". Eighty-two cadet Sub-Inspectors completed the course, and of these 10 failed to pass the tests. Fourteen Assistant and Deputy Superintendents of Police, including four officers from Indian States, were under training during the year. The course for the training of sergeants was extended from six months to one year. The work done by the college during the year continued to be of the greatest value.

Chaukidars and Headmen

64. Four chaukidars were killed and four wounded in the discharge of their duties. In spite of low pay and increased work the Chaukidars as a whole worked very well. The conduct of the village headmen improved during the year, and 98 received rewards.

Motor Traffic

65. As a result of the revised registration rules there was a decrease in the number of public buses, lorries and motor cabs on the road; the growth in all other forms of motor traffic continued. The number of persons killed in motor accidents increased from 167 to 218, but the number injured decreased from 877 to 862. There was a drop in the number of prosecutions under the Motor Vehicles Act.

Cost of the Force and Organization

66. The cost of the department during the year was Rs.1,65,04,327. Work on various economy schemes was started. These included the reorganization of the city police and of the Mounted Police, the abolition of the Civil Emergency Reserve in exchange for added strength in the Armed Police, and the discontinuance of special measures for dealing with dacoity.

Discipline and Health

67. Discipline and morale remained good. Six hundred and nineteen officers and men were punished departmentally by dismissal or reduction while 23 were punished after judicial trial. Six sub-inspectors, eight under-officers and 33 constables were punished for corruption, ill-treatment of accused, or extortion. The percentage of admissions into hospital rose to the very high figure of 38·9, largely as a result of the malaria which followed the floods.

Buildings

68. A sum of Rs.45,398 was spent on major works and one of Rs.3,97,168 on petty and minor works and on maintenance and repairs.

12. Criminal Justice

(See *the Reports of the High Court of Judicature at Allahabad and of the Chief Court of Oudh on Criminal Justice for the year ending December* 31, 1936.)

Agra

Judicial Staff

69. In addition to the usual staff of Sessions and Assistant Sessions Judges, there were temporary Additional Sessions Judges at Cawnpore and Muzaffarnagar for the whole year, and in ten districts for shorter periods.

Number of trials

70. The total number of offences under the Indian Penal Code reported during the year decreased from 81,857 to 77,429 and the number brought to trial from 52,360 to 49,496.

There was an increase in the number of offences affecting life, in cases of criminal breach of trust and in crimes against public health and safety. There was a decrease in the other important classes of crime.

Duration and result of trials

71. The average duration of cases in all courts fell from eight to six days. The number of cases pending over six weeks increased by 123 to 3,263. The number of witnesses examined in magisterial courts decreased from 224,370 to 213,306 and in sessions courts from 28,261 to 27,409. The number detained for over two days fell from 9,548 to 7,186 in magisterial courts and from 4,468 to 3,941 in sessions courts. The number of persons under trial before magistrates was 277,306. Of these 122,843 were acquitted or discharged, 141,524 were convicted and 5,662 were committed to sessions, while the cases of 7,150 persons were under trial at the end of the year. Under the Indian Penal Code 90,793 persons were acquitted or discharged against only 33,716 convicted. Twenty-nine per cent. of the Indian Penal Code cases reported were dismissed under section 203, Criminal Procedure Code. The number of cases committed to sessions and references decreased from 2,482 to 2,314. The cases of 5,956 persons were decided, and of these 3,308 (58 per cent.) were convicted.

Punishment

72. Two hundred and nineteen persons were sentenced to death by Courts of Session. In the High Court 81 death sentences were confirmed and in 111 cases the sentences were modified or set aside. Seventy persons were executed during the year. The number of persons sentenced to transportation for life fell from 335 to 273. There was a decrease from 15,663 to 14,879 in the total number of persons sentenced to rigorous imprisonment; of these 1,920 received imprisonment for terms exceeding two years. Sentences for whipping increased from 750 to 854, including 141 juveniles. Of the persons convicted in magisterial courts 18,274 were punished with imprisonment, 119,322 with fine and 760 with whipping. In addition 9,267 persons were required to give security. The amount of fines imposed in magisterial courts rose from Rs.8,52,181 to Rs.8,86,616 while in sessions courts the fines decreased from Rs.86,005 to Rs.38,571.

Appeals and Revisions

73. The total number of appellants before the courts decreased from 26,782 to 25,863. Of the appeals by the accused decided by the High Court 1,586 were completely unsuccessful while sentences were reversed in 260 and modified in 425 cases. Government appeals against 24 persons were allowed while those against 84 persons were dismissed.

OUDH

Judicial Staff

74. In addition to the usual staff of Sessions and Assistant Sessions Judges six officers worked for short periods as temporary Sessions Judges.

Number of trials

75. The number of offences reported decreased from 88,427 to 83,241; of these, 12,183 were dismissed under section 203, Criminal Procedure Code, 4,839 were struck off as false and 66,219 were left for trial. During the year 99,154 persons were actually tried in Sessions and magisterial courts and of these 53,814 were convicted. The number of persons committed to sessions decreased from 2,240 to 1,604. There was a general decrease, averaging 7·8 per cent., in offences under the Indian Penal Code. There was a decrease in the application of the Preventive Sections of the Criminal Procedure Code.

Duration of trials

76. In magisterial courts the average duration of cases remained unchanged at 6·6 days. Two-thirds of the cases were decided by honorary magistrates. There was an increase in the number of cases that lasted over six weeks. The average duration of sessions cases decreased from 71 to 63 days. There were decreases of 12 per cent. and 26 per cent. respectively in the number of witnesses summoned to magistrates' and sessions courts (74,263 and 10,872). In magistrates' courts the number of witnesses discharged on the first day fell from 82 to 80 per cent.

Punishments

77. Sixty persons were sentenced to death in sessions courts. Of the death sentences that came up for confirmation before the Chief Court 19 only were confirmed, ten were commuted and 41 were set aside. The number of executions was 12. One hundred and thirty-seven persons were sentenced to transportation. There was a marked decrease in the number of persons receiving long terms of imprisonment. Imprisonments exceeding seven years

numbered 79, and those between two years and seven years numbered 444. The figures of 1935 were 94 and 735. There was a decrease of 309 to 4,451 in the number of persons convicted for substantive offences in magistrates' courts, and there was a further decrease in the number of short-term imprisonments. In magistrates' courts the fines imposed decreased from Rs.2,25,497 to Rs.2,07,005 and the average remained constant at Rs.5 per head. In sessions courts the fines imposed fell from Rs.12,455 to Rs.7,445. Sentences of whipping fell from 195 to 152.

Appeals and Revisions

78. The appeals before magistrates rose and there was an increase in the number of cases pending at the close of the year. In the Sessions and Chief Courts there was a decrease in appellate work. In the Chief Court 414 appellants were unsuccessful, 82 had their sentences altered and 154 had their sentences reversed. Government appeals against eight persons were successful while those against five persons were dismissed.

13. Prisons

(See *the Report on the Prison Administration of the United Provinces for* 1936.)

General

79. The year was marked by improvements in a number of directions. There were notable improvements in the dietary; hand fans and toilet requisites were supplied to prisoners for the first time; daily newspapers were issued to A and B class prisoners; brass *taslas* were introduced in place of the iron food vessels which had a tendency to discolour the food; and outdoor games and physical exercises were introduced in one central prison as an experimental measure. With regard to discipline, the number of punishments was greatly reduced and orders were issued for the total abolition of standing hand-cuffs and for restriction in the use of fetters.

Jail Population

80. The total daily average jail population was 31,049 against 31,659 in the previous year; the total daily average population of convicts was 26,913 of whom 40·9 per cent. were habituals. There was an unsatisfactory increase from 1,850 to 1,908 in the number of persons sentenced to simple imprisonment and

there was also an increase in the number of persons sentenced to short-term imprisonment; the number of convicts admitted under the age of 21 sank from 3,203 to 3,139.

Conduct and Discipline

81. There were 37,108 jail offences compared with 39,409 in the previous year, and 25 were again dealt with by criminal courts. There were no serious assaults on jail officials and the year was free from any serious disturbance. Discipline was well maintained.

Health

82. As a result of the abnormal monsoon, malaria, pneumonia and influenza were unusually prevalent, and the year was a bad one from the health point of view. Death-rate rose from 7·5 to 8·2; the daily average of sick persons was 20·9 per thousand. Six prisoners died in Bulandshahr District Jail as a result of a cerebro-spinal meningitis epidemic. There was no plague in the jails and only six cases of cholera. Useful work was again done in the treatment of the tubercular prisoners in Sultanpur and of the lepers in the Rae Bareli District Jail.

Financial

83. The total expenditure in guarding and maintaining prisoners decreased from Rs.23,89,860 to Rs.23,22,775 and the average cost per head from Rs.75-7-9 to Rs.74-12-11.

Employment

84. Exclusive of the profit on articles sold at the Provincial Exhibition the cash profit of the year was Rs.1,58,883 against Rs.1,55,714 in 1935 and Rs.1,44,326 in 1934. The largest profits were from the tent-making industry in the Fatehgarh Central Prison and the tailoring in the Cawnpore District Jail. The Jail Department had a court at the Provincial Industrial and Agricultural Exhibition; the jail products were generally appreciated; the sales totalled Rs.12,907 and in addition orders to the value of Rs.2,000 were booked.

14. Civil Justice

(See *the Reports on the Administration of Civil Justice for Agra and Oudh for the year ending December* 31, 1936, *and the report on the working of the civil courts in the Kumaun Division for the year* 1936.)

A—Agra Province

Administration

85. The territorial jurisdiction of the Judge, Small Cause Court, Agra, was extended to Small Cause Court cases in the

whole of Agra district. There were a number of additional courts working in the province during the year.

86. The total number of original suits instituted in subordinate courts fell by 3,294 to 165,374. There were decreases in institutions in the courts of district judges, civil judges and munsifs, and a small rise in Courts of Small Causes. The institution of suits for the recovery of money or movable property showed a further marked decline of 3,956, largely as a result of the Debt Legislation. The value of suits instituted in subordinate courts was Rs.732·41 lakhs against Rs.810·67 lakhs in 1935 and Rs.646·4 lakhs in 1934. The number of cases pending at the close of the year was 37,533 against 39,883 at the end of 1935. The number of suits pending for more than three months decreassd by 393 to 13,968 but the number pending for more than a year increased from 1,569 to 1,675. The number of suits decided after full trial increased from 52,738 to 57,431, and the average duration of these cases fell from 105 to 99 days. Suits

87. The number of regular civil appeals before the subordinate courts increased from 14,780 to 15,457; of these 9,513 were disposed of and 5,944 remained pending. The number of revenue appeals before the subordinate courts increased from 3,020 to 3,430. The number of appeals pending for more than a year decreased from 1,926 to 1,473. Only 261 appeals were summarily rejected. The total number of regular appeals before the High Court increased from 6,763 to 7,084 of which 2,656 were instituted during the year. In order to expedite disposals the pecuniary jurisdiction of single judges was considerably increased. The pending file at the close of the year was 4,432 of which 2,335 had been pending for more than a year. Appeals

88. The total number of applications for execution of decrees before subordinate courts fell from 199,952 to 196,471. The decrease is entirely due to a drop in applications before Courts of Small Causes. There was a decrease of 8,053 in the number of applications filed during the year. The decrease is attributed chiefly to the postponement of sales under the new Debt Act. Execution of Decrees

Disposals totalled 150,209 and the pending file decreased by 2,645 to 32,629. The percentage of fructuous applications which had been falling steadily since 1931, dropped to 28 against 32 in the previous year and 45 in 1931.

Debt Legislation of 1934

89. Numerous debtors took advantage of the Agriculturists' Relief Act. The amount of interest reduced on decrees passed under section 30 of the Act was Rs.19,00,812. The cases under the Encumbered Estates Act became practically ready for hearing. Very few persons took advantage of the Temporary Regulation of Execution Act. The Regulation of Sales Act proved beneficial to judgment-debtors.

B—Oudh

Administration

90. The temporary suspension of one of the four permanent munsifs at Unao was continued during the year. The work of the Additional Civil Judges (some of whom worked for short periods) was equivalent to that of seven whole-time civil judges. Twelve Civil Judges worked as 1st class Special Judges and 13 Munsifs worked as second class Special Judges under the Encumbered Estates Act in addition to their own duties.

Suits

91. Largely as a result of the institution of suits under the Debt Legislation there was an increase from 56,790 to 59,693 in the number of suits instituted during the year. There was, however, a decrease in the number of institutions in Courts of Small Causes. If the value of the suits under the Debt Acts is excluded the value of suits instituted was Rs.179·13 lakhs against Rs.177·04 lakhs in 1935 and Rs.166·69 lakhs in 1934. The total number of suits for disposal increased from 66,336 to 70,285; of these 56,813 were decided and 13,472 were pending at the close of the year. The large figure of pending cases is due to the fact that 5,488 suits under the Encumbered Estates Act remained to be decided. If suits under the Debt Acts are excluded, the pending file decreased from 8,256 to 7,859. The duration of cases increased on the whole, but the duration of cases decided after full trial by District Judges and Munsifs decreased to 281 and 109 days respectively.

Appeals

92. Regular civil appeals instituted before the lower appellate Courts increased from 1,406 to 1,450, and in all there were

2,504 appeals for disposal by these courts; of these 1,591 were decided. Appeals pending for more than a year were reduced from 12 to 9. Twenty-eight appeals were summarily rejected. In the Chief Court 692 appeals were instituted, a very high figure. At the close of the year 1,105 appeals were pending, of which 451 had been pending for more than a year. In order to remove congestion the pecuniary limit of a single judge was increased.

Execution of Decrees

93. The number of applications for execution increased from 62,937 to 63,632, and there were before the courts 81,997 applications. Of these 69,287 were diposed of, leaving a pending file of 12,710 as against 18,365 in the previous year. Fructuous applications were 23 per cent. against 20 per cent. in the previous year, but realizations decreased.

Debt Legislation of 1934

94. Applications and institutions under the Agriculturists' Relief Act and the Encumbered Estates Act were numerous and threw a heavy burden on the judiciary.

C—KUMAUN

Of the cases instituted prior to April 1, 1926 that still remained in the Court of the Deputy Commissioner incharge of the Kumaun Division only two appeals were decided, and 43 of the 52 applications for execution of decrees were disposed of.

15. Registration

(See *the note on the administration of the Registration Department for the year* 1936.)

Administration

95. From July 1, 1936 the post of Inspector General of Registration was separated from that of Excise Commissioner and was filled by a full-time officer of the United Provinces Civil Service (Executive Branch). The new Inspector General is able to spare far more time for Registration work than was his predecessor, and the change will improve the work of the department.

Registrations

96. The total number of documents registered was 194,833 against 195,078 in 1935 and 203,213 in 1934. There was again a large decrease (5,846) in the number of registered mortgages as result of the reluctance of money-lenders to advance money on landed property following the passing of the Debt Legislation.

There was, however, an increase in sales and exchanges and there was a small increase in the total number of registrations affecting immovable property.

Financial

97. The gross income of the department increased from Rs.10,47,899 to Rs.10,62,348 mainly owing to an increase in registration fees. The total expenditure rose from Rs.4,57,000 to Rs.4,62,990, largely as a result of the creation of the whole-time post of Inspector General of Registration. There was thus an increase of Rs.8,438 in the net income of the department.

Prosecutions and departmental action

98. One man was prosecuted under the Registration Act for making a false statement and was fined Rs.200. Departmental inquiries were held in connexion with accusations concerning six sub-registrars and also against the entire registration staff at one district headquarter. In several of the cases sub-registrars and their clerks were punished.

Inspection

99. The inspections increased from 757 to 821, and of these 369 were made by the departmental inspectors and 92 by the Inspector General.

16. District Boards

(*For the year ending March* 31, 1937.)

Working of the Boards

100. The District Board elections were held about four months before the commencement of the year under review. As the year went on, the attendance of members at Boards' meetings gradually fell off, partly as a result of the waning enthusiasm of the newly-elected members and partly because of the counter-attraction offered by the elections to the provincial legislature. These latter elections, apart from causing a certain slackness in the working of practically all boards, made for considerable bad feeling and faction. In several boards, notably those of Muttra and Ballia where members were in opposition as candidates in the provincial elections, the effect on the working of the boards was most unfortunate: but the position improved when the elections were over. As usual many of the boards were greatly hampered by faction and there seems little doubt that there was in places gross abuse of the power of bringing no-confidence motions.

Administration

101. The standard of administration was much the same as in previous years. A general feature was the inefficient and wasteful administration of pounds which have suffered greatly in recent years owing to the lack of a proper check on the activities of the pound-keepers. Education as usual accounted for over half the expenditure and the tendency to sacrifice the interests of communications to those of Education was again marked. The present rules which make it considerably easier to curtail expenditure on roads than to cut educational expenditure, coupled with a notable reluctance of some boards to close down uneconomic schools, makes it inevitable that communications in the districts should suffer. Some of the boards such as those of Kheri, Etah and Hardoi are greatly handicapped by having large mileages of heavily used metalled roads which they find very hard to maintain in good condition. In other districts, however, where the communications are bad the boards themselves have contributed unnecessarily to this state of affairs either by failing to repair roads in the hope that they will be provincialized or by neglecting existing roads in order to metal new roads at the behest of individual members. The circumstances and property tax was assessed and collected efficiently in a few cases; but generally it was found that assessments were slack and uneven, while no proper attempt was made to make full collections, with the result that the ratio of cost to collections was in most cases unduly high. The audit showed that on the whole accounts at the centre were kept fairly well, but that outlying accounts were usually poorly maintained. Public Works expenditure was in some cases undertaken without proper attention to the rules. A feature of many of the accounts was that payments were made hurriedly and without due check towards the end of the year in order that grants might not lapse.

General tendencies

102. The Commissioner of Fyzabad by comparing the figures of 11 years ago with those of the year under review was able to demonstrate effectively a number of tendencies in District Board administration. In the administration of pounds the divisional expenditure had increased from Rs.50 thousand to Rs.57 thousand while income had decreased from Rs.123 thousand

to Rs.74 thousand. The ratio of expenditure on education compared to that on public works increased during the 11 years from less than 2:1 to more than 3:1—a notable change. During the same period the total invested funds of the boards of the division fell from over Rs.9 lakhs to a little more than Rs.2½ lakhs.

Several boards did good work, but it was felt that in general the working of the boards had not fulfilled the hopes that were entertained some years ago.

Attendance

103. The total number of meetings held by the boards decreased from 815 to 758 and the average percentage of attendance fell from 60·85 to 57·17. One hundred and twenty-five meetings proved abortive for want of a quorum as against 134 in the previous year; while 48 were adjourned as compared with 86 in the previous years. Six boards held meetings, under the statutory number of 12 and one of these held only six meetings owing to the fact that the chairman was unwilling to face a no-confidence motion and convened no meetings after July. Several members failed to attend any meetings at all, but no action for their removal was taken. Of the 20 meetings held by the Sultanpur Board five were effective, while of the 19 meetings held by the Gonda Board eight were effective.

Finance

104. Income, excluding the opening balance, rose from Rs.193·97 lakhs to Rs.194·78 lakhs, while expenditure decreased from 198·11 lakhs to Rs.193 lakhs. Expenditure was therefore within income and during the year the financial condition of the boards was on the whole improved. The main decrease in expenditure was, however, under Public Works which is probably the head least able to afford a decrease. The finances of the Moradabad, Farrukhabad, Jaunpur and Lucknow Boards gave considerable cause for anxiety while those of the Azamgarh and Jhansi Boards were not sound.

Education

105. The expenditure on education showed a small decrease from Rs.111·39 lakhs to Rs.111·06 lakhs, but the number of scholars rose from 11·87 lakhs to 11·96 lakhs with the result that the average cost per scholar fell from Rs.9-6-2 to Rs.9-4-7. The

average number of scholars per thousand of the population varied widely between nearly 50 and 15. The provincial average was 26·71.

Other Expenditure

106. The expenditure on public health and vaccination decreased from Rs.6·15 lakhs to Rs.6·07 lakhs, of which Rs.3·1 lakhs was spent on vaccination. The expenditure on metalled roads decreased by Rs.1·16 lakhs but there was a small increase in expenditure on unmetalled roads. In a number of boards, the money spent on roads had very little obvious effect.

17. Village Panchayats

(*For the year ending March* 31, 1937.)

107. Although it is agreed that successful *panchayats* can only be formed in comparatively few villages the *panchayats* are reported generally to have done useful work. Some efforts were made to co-ordinate the work of village *panchayats* with rural development, and in a number of districts there was an advance in sanitary and administrative work. The quality of the judicial work continued to be reasonably good.

18. Municipal Boards

(*For the year ending March* 31, 1937.)

Constitution

108. The number of boards was 85 as in the preceding year. The superseded boards of Hapur, Khurja, Najibabad, Benares, Hardoi and Nawabganj (Bara Banki) were revived in 1937. Of the chairmen, 82 were elected non-officials, one was an elected official, one was a nominated non-official, and one was a nominated official. The number of nominated members rose from 250 to 273 and that of the elected members from 923 to 999. The number of official members remained unchanged (12), while European members increased from 31 to 33. The number of meetings held decreased from 2,119 to 2,015; there was an increase from 204 to 262 in the number of adjourned meetings, and a decrease from 137 to 121 in the number of meetings that proved abortive for want of a quorum.

General Finances Income

109. The total income, excluding the opening balance, rose from Rs.175·36 lakhs to Rs.175·52 lakhs. Grants and contributions increased from Rs.6·34 lakhs to Rs.7·88 lakhs. At the

same time the Government grant for educational purposes also rose from Rs.5·44 lakhs to Rs.5·70 lakhs. Loans amounting to Rs.15·89 lakhs were obtained from Government against Rs.4·40 lakhs in the previous year. The chief loans were those taken by the Mussoorie Board for the Hydro-Electric Scheme, by the Dehra Dun and Lucknow Boards for water-works schemes, and by the Hardwar Board for a drainage scheme. The total income from municipal rates and taxes rose from Rs.120·8 lakhs to Rs.121·6 lakhs. As usual the largest single source of income was octroi, which showed a small decrease from Rs.38·66 lakhs to Rs.38·36 lakhs. Collections of water rates rose from Rs.18·74 lakhs to Rs.18·89 lakhs, of terminal tax from Rs.28·58 lakhs to Rs.29 77 lakhs, and of toll tax from Rs.5·75 lakhs to Rs.6·25 lakhs. Collections from the tax on animals and vehicles fell from Rs 3·19 lakhs to Rs.2·42 lakhs and there was a small decrease in terminal toll collections. Revenue from the sale of water rose from Rs.11·03 lakhs to Rs.11·32 lakhs. The rent of lands, houses and rest houses rose from Rs.8·66 lakhs to Rs.8 87 lakhs.

Expenditure

110. The small increase in income was more than balanced by a rise in expenditure from Rs.175 lakhs to Rs.178 lakhs. Charges for general administration and collection fell from Rs.20·14 lakhs to Rs.19·73 lakhs. Expenditure on schools and colleges was Rs.21·94 lakhs against Rs.21·18 lakhs in the previous year. The highest expenditure was again under the head conservancy, which rose from Rs.26·52 lakhs to Rs.26·69 lakhs. The capital outlay on water-works was Rs.6·38 lakhs against Rs.6·17 lakhs in the previous year and Rs.3·92 lakhs in 1934-35. An unwelcome feature was the further decrease (from Rs.13·95 lakhs to Rs.12·87 lakhs) in the amount spent upon roads. The closing balance at the end of the year was Rs.43·41 lakhs compared with Rs.35·15 lakhs in the preceding year, but invested funds decreased from Rs.15·31 lakhs to Rs.13·20 lakhs.

Individual Boards (a) Allahabad Division

111. Complaints of an insufficient water supply continued in Cawnpore and Allahabad largely as a result of the failure of these boards to apply efficient metering. The Cawnpore Board spent a lakh of rupees on the re-organization of the Parmat Ghat pumping station with a view to improving the drainage. The Allahabad Board failed to improve its drainage system

and the problem of crude sullage is still unsolved. The board has prepared a project for the throwing of this sullage into the Ganges about 2½ miles below the Sangam instead of throwing it into the Jumna just above the confluence, and has applied for a loan and grant to carry out the scheme. Of the smaller boards, the financial position of Etawah continued to be satisfactory, but that of Kanauj was precarious. The Fatehpur Board again managed to collect its demand in full, but the resources of this board are very limited.

(b) Benares Division

112. The most important event in the Benares Division was the re-constitution of the Benares Board towards the close of the year under report. The elections were keenly fought. Collections generally were poor; the percentage in Jaunpur was only 36, while in Benares it dropped from 75 to 65 and there was a decrease in Ghazipur. The water-works at Jaunpur were completed and put into operation during the year, but progress on the construction of the Ghazipur water-works was slow. The drainage system in the Ballia Municipality remained inadequate. The financial condition of the Ghazipur Board continued to be precarious.

(c) Gorakhpur Division

113. The collection of taxes by the Azamgarh Board was again most unsatisfactory, but there was an increase in octroi receipts.

(d) Agra Division

114. In the Agra Division party faction was again a drag on progress. In many of the boards opposition to chairmen developed to such an extent that there was difficulty in carrying on the day to day administration. There was victimization of municipal employees in several boards, notably Brindaban, Kasganj, Jalesar and Mainpuri. In Agra collections were again unsatisfactory but there was nevertheless a marked increase in total income. The financial position of the Aligarh, Firozabad, Kasganj, Soron, Jalesar and Etah Boards was unsatisfactory. In Agra there was an acute shortage of water during the hot weather; the complete renovation of the water-works plant appears to be necessary. The condition of the roads in Aligarh and Mainpuri again gave rise to much complaint, but the Agra Board continued to do good work on its roads. This board also spent Rs.12,000 on a new fire-fighting apparatus; the

inadequacy of the old apparatus had been amply demonstrated. The Muttra Board continued, by enlightened and progressive administration to furnish a model for others.

(e) Jhansi Division

115. In the boards of the Jhansi Division the necessity for improved drainage was again apparent, but at Banda and Jhansi the water supply was improved. The Konch Board is in danger of bankruptcy while the position of the Mau Board is unsatisfactory. The working of the Jhansi Board was again hampered by dissensions, and the chairman was forced to resign.

(f) Lucknow Division

116. The working of the minor boards in the Lucknow Division was on the whole satisfactory although the standard of road repairs, lighting and conservancy in these boards is still low. The administration of the Unao Board was marred by an embezzlement and that of the Shahabad Board by communal friction. In the Lucknow Board collections were good but the financial position is not sound. There were complaints of water shortage but the board showed enterprise in undertaking work to extend the supply and in checking wastage.

(g) Fyzabad Division

117. The financial position of the boards in the Fyzabad Division was on the whole satisfactory though the Bahraich Board had a quite inadequate closing balance. Once again only one municipality (Fyzabad) had water-works and only one (Balrampur) had electricity. The lack of any drainage scheme for the great pilgrim centre of Ajodhya was not remedied. In Balrampur the estate improved the drainage system; in Bahraich the roads leave much to be desired. The conduct of the Partabgarh Board continued to be satisfactory.

(h) Meerut Division

118. In the Meerut Division collections were good in the small municipalities and poor in the large ones. The Bandal Nadi scheme for supplying water to Dehra Dun was almost completed and the supply was working before the close of the year. The Meerut water supply was efficient, but the machinery requires replacing. The Saharanpur road programme was practically completed, and the roads are now in a very good condition. The Dehra Dun Board executed the first instalment of the Lakhibagh Drainage Scheme; this has

effected a marked improvement in the sanitary condition of a considerable part of the town. The administration of this board was commendable.

(i) Kumaun Division

119. Of the Kumaun Municipal Boards the Naini Tal Board suffered a noticeable decrease in income but was nevertheless able to make an advance repayment of Government loan. The financial condition of the Almora Board was not satisfactory, but that of the Kashipur Board improved.

(j) Rohilkhand Division

120. In Rohilkhand the financial position of the Ujhani Board was extremely precarious. Collections in Moradabad were again poor. The expenditure on education was a marked feature of the budgets of all boards, but little was done to improve the condition of roads, drainage and hospitals. The bogey of no-confidence motions paralysed the administration of several municipalities and the bitter factions in Najibabad again prevented progress.

19. Improvement Trusts

(See *the Annual Administration Reports of the Cawnpore, Allahabad and Lucknow Improvement Trusts for the year* 1936-37.)

Cawnpore

121. The actual income was Rs.10,33,109 compared with Rs.9,02,304 in the previous year, and the net actual expenditure was Rs.11,09,414 against Rs.9,34,402. The main items of expenditure were Land Acquisition (Rs.4,42,439), Engineering (Rs.4,68,621) and Establishment (Rs.1,10,018). Of these the first and third items showed a considerable increase on the figures of the previous year. As usual the Trust was hampered by the necessity of paying very high sums for the acquisition of insanitary and over-crowded *ahatas* and by inability to prevent the erection on Trust land of buildings which, though unsightly and of inferior workmanship, nevertheless come within the four corners of the municipal bye-laws. The important Sisamau Nala Scheme was sanctioned by Government just after the close of the year. In spite of acquisition difficulties considerable progress was made with the construction of the new Kotwali. The old Cawnpore Scheme was revised and approved by the Trust.

Allahabad

122. The actual income was Rs.3,15,556 against Rs.3,17,067 in the previous year. The expenditure, excluding an investment of 2½ lakhs, was Rs.3,17,534. The Trust had to pay over 1½ lakhs as enhanced compensation in the decrees passed by the Tribunal and the Hon'ble High Court. Owing to preliminary difficulties no construction work could be undertaken in the important South Housing Scheme and George Town Extension Scheme. The expenditure on Engineering was therefore small (Rs.17,013). The disposal of land was satisfactory.

Lucknow

123. The income was Rs.3,85,864 against Rs.5,67,520 in the previous year. The expenditure fell from Rs.2,72,268 to Rs.1,61,908. Nothing was spent on acquisition and only Rs.35,782 on construction. At the close of the year the Trust Engineer was suspended pending enquiry into charges against him.

CHAPTER IV—PRODUCTION AND DISTRIBUTION

20. Agricultural Produce

[See *the Season and Crop Report for the Fasli year* (1344) *ending June* 30, 1937.]

Character of the Season

124. The monsoon was exceptionally heavy, and much damage was done to the *kharif* crops by floods and water-logging; maize and *juar* suffered especially. Rain was general in the fourth week of October and the soil was in good condition for *rabi* sowings. There was general rain in the first and third weeks of December and in the last half of February. There was a certain amount of rain in April. Damage from hail and frost was reported from a number of districts, but was serious only in Fatehpur and Bulandshahr.

Cultivated Area

125. The cultivated area was 35,537,990, acres representing an increase of 259,913 acres (0·7 per cent.) on the figures of the previous year and of 860,990 acres (2 5 per cent.) on the average of the years 1901-02 to 1930-31. The increase on the 30 years' average was confined to the Agra province and there was a small decrease in Oudh. The area under *kharif* crops was just below normal but was 1·4 per cent. below the area of the previous year. The decline was due to difficulty in sowing as a result of the exceptional monsoon. This was, however, balanced by an unusually large area under *rabi* crops—about 9 per cent. above the normal. Meerut Division differed from the rest of the province in having a large *kharif* area and a small area under *rabi* crops. As a result of the unusually wide *rabi* sowings in the province the doubled-cropped area was 17 per cent. above the figures of the previous year. The area under sugarcane increased by a further 11 per cent. while that under wheat was 9 per cent. above the average; gram was sown unusually widely.

Field of Crops

126. The heavy rains affected adversely the yield of some important *kharif* crops. Maize suffered most, and the outturn was only 58 per cent. of the normal as against 82 per cent. in

the previous year. The yields of cotton and *bajra* were also low. Rice, however, rose from 70 per cent. in the previous year to 80 per cent. *Juar* and sugarcane yields were virtually unchanged. Of the important *rabi* crops wheat and gram gave outturns similar to those of the preceding year (80 and 85 per cent. of the normal respectively) while barley fell from 85 per cent. to 80 per cent. of the normal.

Prices

127. Rice remained stationary at between 8·0 and 8·5 seers per rupee throughout the year. The prices of other crops opened easy but rose in August when it became known that the *kharif* harvest would be below the average. There was a further rise between December and March; but in April, with the *rabi* grain on the market, there was a strong reaction. Prices then remained steady till the end of the year. The general level in June, 1937 was considerably higher than in June, 1936. The price of wheat rose from 12·5 to only 11·5 seers per rupee, but there were rises of between four and six seers per rupee in the prices of barley, *juar* and maize, while there was a fair rise in gram.

21. Irrigation

(See *the Report on the Administration of the Irrigation Department for the year ending March* 31, 1937, *and the season and crop report for the year ending June* 30, 1937.)

Irrigated Area

128. Owing to the heavy monsoon and good winter rains the necessity for irrigation was comparatively light, and the irrigated area (10,156,516 acres) showed a decrease of 5·3 per cent. on the figures of the previous year and of rather more on the 1342 *Fasli* figures. The irrigated area was 28·6 per cent. of the total cultivated area. There was plenty of water in tanks, *jhils* and reservoirs. The area irrigated from these sources rose by 19 per cent. and formed 22 per cent. of the irrigated area. The artificial methods of irrigation (canals and wells) showed decreases. The canal irrigated area sank by 11 per cent. and formed 31 per cent. of the irrigated area, while the area irrigated by wells sank by 10 per cent. and formed 47 per cent. of the irrigated area.

Sources of Irrigation (a) Private wells

129. Thirteen thousand eight hundred and four new masonry wells were constructed and 6,874 old masonry wells became useless. The number of masonry wells available for irrigation thus increased from 824,390 to 831,320; owing to good rains, however, the number actually used sank from 610,559 to 602,275. There was also a decrease from 583,813 to 476,643 in the number of non-masonry wells in use.

(b) State tube-wells

130. Five hundred and ninety-two state tube-wells were completed during the year, bringing the total to 1,348 tube-wells in operation at the end of the year. The total area irrigated from this source was 187,656 acres against 118,677 in the previous year. Owing to the frequent rainfall and the fact that the tube-well charges are based on the quantity of water taken, the expansion in revenue was disappointing.

(c) Canals

131. On account of plentiful and timely rain, the total area irrigated from canals fell from 4,352,163 to 3,850,544 acres. The only period of intense demand was in May (before the rains broke), and on the old Rohilkhand systems river supplies were not adequate at that time; otherwise supplies were adequate throughout the year.

State-owned Irrigation Works (a) Value of Irrigated Crops

132. The estimated value of crops raised with the aid of State-owned irrigation works was Rs.20·13 lakhs as compared with Rs.22·10 lakhs in 1935–36 and Rs.18 43 lakhs in 1934–35.

(b) Financial Result

133. The construction of new irrigation channels and of tube-wells had the double effect of increasing the gross revenue and of decreasing the net revenue from all irrigation works in the province. For the first time, provision was made for depreciation charges on hydro-electric and State tube-well plants; this also had the effect of decreasing the net revenue. The gross revenue increased from Rs.243 lakhs; to Rs.251 lakhs; while the net revenue dropped from Rs.155 lakhs to Rs.151 lakhs.

(c) Return on Capital Outlay

134. After paying interest charges, the net profit on the capital cost of all productive works was 2·03 per cent. against 2·42 per cent. in the previous year. If the outlay on schemes that are not fully developed is excluded, the net profit after paying interest charges works out at 7·91 per cent. against 8·02 per cent. in 1936-37. On unproductive works the loss was 1·65 per cent. against 1·45 per cent. in 1935–36 and 2·74 per cent in 1934–35.

(*d*) New Capital Outlay

135. The capital outlay increased from Rs.94·42 lakhs to Rs.150·39 lakhs and of this only Rs.0·15 lakhs was devoted to unproductive works. The main items of expenditure were the Ganges Canal Hydro-electric Grid Scheme (Rs.83·98 lakhs) and the construction of State tube-wells (Rs.53·53 lakhs). Of the seven canal power stations under the Grid Scheme, five were in operation throughout the year; the sixth station (Chitaura) was ready for opening soon after the close of the year, and good progress was made with the construction of the seventh station at Nirgajni. Five hundred and thirty-one rural sub-stations and over a thousand miles of rural lines were erected during the year. Although the maximum peak-load increased from 9,470 kilowatts to 13,014 kilowatts the increase in units sold was comparatively small (31,533,098 against 30,776,716 in the previous year). This was due partly to the good rainfall which reduced the demand for tube-well and river pumping, and partly to the fact that the 592 new tube-wells which were completed were operated for only a fraction of the year.

Considerable progress was made with the Fyzabad Electricity and Ghogra pumping project, and it is hoped that the scheme will give water for *kharif* 1346 *Fasli*. Important surveys for a possible hydro-electric scheme in the Vindhya hills were carried out.

(*e*) Canal Drainage Systems

136. The efficiency of the canal drainage system (which has been developed considerably in recent years) was of great assistance in relieving the situation caused by the severe floods.

(*f*) Navigation

137. There was an increase from 1,835,440 to 1,977,694 in ton mileage, but the net profit fell from Rs.3,545 to Rs.3,060 as a result of a rise in working expenses.

22. Agricultural development

(See *the Report of the Department of Agriculture for the year ending June* 30, 1937.)

General

138. The main lines of development in Agriculture are shown in paragraph 48 of the Summary (Part I) of this Report. The total of available grants to the department amounted to Rs.26·75 lakhs, of which Rs.22·85 lakhs were provided by the Provincial

budget and the balance from the Government of India Sugar Excise Fund and by grants from the Imperial Council of Agricultural Research and the Indian Central Cotton Committee. The expenditure totalled Rs.25·58 lakhs.

Seed and Manure

139. Departmental seed issued during the year totalled 40 lakh maunds of which 36 lakh maunds was seed cane and 2·34 lakh maunds was wheat. The supply of paddy seed increased from 13 thousand maunds to 25 thousand maunds. Sixty-three thousand maunds of departmental fertilizer mixture was distributed departmentally and a further 31 thousand maunds through the Irrigation Department. In addition, 91 thousand maunds of other manures was distributed.

Agricultural Engineering

140. The main activity in Agricultural Engineering, continued to be the construction of wells. One hundred and thirteen tube-wells of 5″ and over, and 314 of 3 3/8″ were completed. These figures are somewhat less than those of the previous year owing to the fact that the five-year Hydel tube-well programme was nearing its completion. Of the larger tube-wells, 54 were constructed under the State's scheme and 59 for zamindars and others. The experience of underground water supplies obtained during the construction of a large number of tube-wells was instrumental in reducing the number of tube-wells which were tested with air compressors during the year. The total number of masonry wells bored was 3,065 against 2,126 in the previous year while the percentage of successful borings increased from 81·6 per cent. to 86 per cent. There is no evidence of an early revival of interest in power crushers, grain mills, or cotton gins. Labour saving implements such as chaff-cutters and olpad threshers are, however, steadily gaining in popularity. The value of the olpad thresher in saving time and bullock labour is now established. Useful work was done by 12-inch ploughing in Kans-affected fields in Bundelkhand and it is hoped that the reclamation of this land will be of considerable value.

Agricultural training

141. The Cawnpore Agricultural College again had a successful year. The passes in the B.Sc. (Agricultural) Previous were 34 out of 36 and in the Final were 37 out of 38. So far as can be ascertained, out of 177 students who passed out from the

College during the years 1933—37, only twelve were unemployed. Useful work was again done in the two Government schools at Gorakhpur and Bulandshahr. The Allahabad, Aligarh and Benares Universities again had flourishing agricultural branches. In Partabgarh the training of co-operative supervisors was continued. Twenty graduates and diplomates of the Agricultural College and Schools were selected for a course in practical farming which was to occupy two years.

Cattle Breeding

142. Cattle breeding continued to profit from the interest shown by His Excellency the Viceroy. During the year, 992 bulls were issued, of which 282 were farm bred pedigree bulls and 710 were pure bred purchased bulls. The number of Government stud bulls in the United Provinces villages increased to 4,145. The development continued to be most marked in Bundelkhand. At the Lucknow Exhibition a most effective demonstration consisted of the Government stud bulls with three generations of their progeny, showing the improvement from the miserably small grand-dams to the excellently developed animals of the third generation.

United Provinces Industrial and Agricultural Exhibition

143. Apart from the display of cattle stock, the department was responsible for a very varied and instructive range of demonstrations. At this exhibition all branches of agricultural development were represented, and among the more striking exhibits were agricultural machinery sent by farms throughout India, a model dairy, a poultry exhibition, and a number of small cultivation demonstrations.

23. Fruit and Horticulture

Fruit and Horticulture

(See *Chapters VII and VIII of the annual report of the Department of Agriculture for the year ending June* 30, 1937.)

144. In addition to promoting fruit production, facilitating the supply of plants and implements, and participating in mango and other fruit shows throughout the province, the non-official United Provinces Fruit Development Board launched out upon a scheme for the marketing of the fruits of its contributors. The scheme was put into operation in nine districts. Considerable progress was made in research on plain fruits in the Government gardens of Shahjahanpur, Lucknow, Allahabad and Agra.

24. Forests

(See *the Report on Forest Administration for the year ending March* 31, 1937.)

145. The total area under the control of the department remained constant at 5,251 square miles. **Area**

146. Twenty-six new *panchayats* for the management of forests in Kumaun were officially recognized during the year; by the end of June, 1937, 182 such *panchayats* were functioning successfully. The area covered by these *panchayats* was nearly 52 square miles. In addition, there are many more unofficial *panchayats* maintained by the villages on the lines of the official *panchayats*. It is estimated that about 187 square miles in the Kumaun hills is now being controlled and managed by the villagers. It has been found, however, that where forests not under the Forest Department extend into the neighbourhood of villages it is only after the villagers have lopped the neighbouring forests to the extent of inconveniencing themselves that they can be interested in the *panchayat* system of management. **Forest Settlements**

147. There were no abnormal features with regard to the commission and prosecution of forest offences. Owing to frequent rain there was little damage from forest fires in the 1936 season. The percentage of success in protection was 99·3 and there were only 137 fires; the area burnt was 30 square miles. In 1935 the figures of fires and area burnt were 594 and 517 respectively and in 1934 they were 434 and 147. Fire protective measures still suffer from a lack of funds. There was no important natural calamity during the year. Wild elephants again did considerable damage, particularly in Lansdowne; and extensive damage from Sambhar and Chital was reported from the Pilibhit and Gonda divisions; shortage of funds prevents any effective measures against these animals being taken at present. In Gorakhpur, continued forest damage was met by a modification of treatment in some coppice areas. **Protection**

148. Expenditure on communications decreased from Rs.1,17,282 to Rs.1,12,187. Rupees 14,376 only were spent on new works. The expenditure on buildings increased from Rs.1,14,461 **Communications and Buildings**

to Rs.1,39,658 of which Rs.43,083 were devoted to new works—mainly for the housing of subordinates.

Exploitation

149. There was a general decrease in the sale of forest produce. The areas due for felling and sale in the year were below the average in quality. Mainly as a result of this, there were decreases in the amount of timber, fuel, and bamboo sold. The timber sold was 6,252,000 cubic feet as compared with 6,814,000 cubic feet in the previous year and 7,111,000 cubic feet in 1934-35. There was little change in timber market conditions in the Eastern districts but in the West of the province, prices of *sal* showed a distinct rise. Prices obtained for *khair* and bamboo were poor.

The number of sleepers sold to the Railways dropped from 359,165 to 166,824, partly as a result of unattractive prices offered and partly owing to a reduction in requirements. Owing to the wet weather, the supply of resin was only 71,421 maunds against an indent of 81,000 maunds by the Indian Turpentine and Rosin Company. Since the peak year of 1934-35, there has been a steady fall in the supply, the average yield per channel and the profit from resin. As a result of activity in the paper trade there are indications of a greatly increased demand for *baib* grass in the near future.

Grazing

150. Sixty-two per cent. of the forest area was open to grazing and there was an increase in the number of animals grazed in forests. Most of these grazed free, but Rs.1,62,739 was realized in fees.

Finance

151. As a result of the poor timber and resin outturn, and also to variations in the amount of instalments recovered during the year, the net revenue decreased from Rs.44,48,164 to Rs.40,62,540; at the same time, there was an increase in indirect expenditure. The surplus for the year was therefore Rs.16,73,261 only against Rs.21,36,171 in 1935-36 and Rs.22,26,746 in 1934-35.

Silviculture

152. The area under concentrated regeneration and afforestation decreased from 194,697 acres to 158,007 acres. Under the Taungya method 2,969 acres were newly sown or planted. *Baib* grass plantations were extended. Considerable progress was

made with the afforestation of Canal Banks and with experiments in *usar* land.

153. The department collaborated with the Forest Research Institute in the Forest Court at the United Provinces Industrial and Agricultural Exhibition. The main exhibit was an all-wooden house mainly constructed from *chir* sleepers and treated with the new preservative "Ascu" which was recently discovered at the Forest Research Institute. General

25. Mines and quarries

(*For the year* 1936.)

154. There are no mines in the Province in the ordinary sense of the term. Certain large quarries in the Allahabad, Jhansi and Banda districts are technically classed as mines under the Indian Mines Act. The total output of quarries classified as mines was 67,389 tons with a value of Rs.61,897. This output was considerably lower than that of the previous year on account of the fact that various quarries in the Saharanpur and Hamirpur districts were exempted from the Act towards the end of 1935. Manual labour only was employed. Mines

155. In quarries which are not classed as mines the slate output was 2,536 tons valued at Rs.13,139, while 614,854 tons of *kankar* valued at Rs.4,74,640 was extracted. The value of other minerals extracted was Rs.6,64,239. Quarries

26. Trade and Industrial Output

(See *the Administration Report of the Department of Industries for the year ending March* 31, 1937.)

156. The tendency to trade recovery was maintained, and towards the close of the year, the index number for all commodities touched the 1914 level. India's foreign trade showed a favourable balance of 77·75 crores as against 30·60 crores in the previous year. Defence preparations all over the world were mainly responsible for the increased demand for raw materials and metals. The boom in the price of wheat continued till the end of the year, and for the first time for several years, India General

exported an appreciable quantity of wheat. The fall in gold exports continued (the value exported was 27·85 crores as against 37·38 crores in the previous year) and the price fluctuated at round about Rs.35 per tola. Silver was fairly steady at about Rs.52 per 100 tolas. As a result of the drop in price which had taken place at the close of the previous year, there was a very marked decrease in the export and an increase in the import of silver. The withdrawal of the restrictions against Italy did not improve trade. In spite of the notice of termination, the Ottawa Agreement was kept alive; the Indo-Japanese Trade Convention remained in force until the close of the year, but Japanese competition in the textile and glass markets continued to cause anxiety.

Leading Industries (*a*) Sugar

157. The year was one of unusual difficulty for the sugar industry. There was disagreement between factory owners and sugar merchants and the latter organized themselves into an association. The enhancement of the excise duty by annas 11 per cwt. to Rs.2 per cwt. on factory sugar and Re.1 on *khandsari* sugar under the new Finance Act caused much agitation, and many factories threatened to close down early in the season. This disturbed the cane cultivator who had a large crop still standing. Government intervened and allowed deductions at first of 1 pice and later of 2 to 3 pice per maund in the minimum price of cane in certain areas, and persuaded most of the mills to carry on. This saved what might have been a very serious situation.

During the year, there was considerable internal competition, and the prices of sugar consequently ruled low. The average price at Cawnpore was Rs.7-5-4 per maund as against Rs.8-14-3 in the previous year. The minimum price of cane was fixed at annas 5 per maund when the season opened, but went down to four annas three pies in March, 1937. Cane was plentiful. The number of vacuum-pan factories increased from 67 to 71, the estimated quantity of cane crushed increased from 5,533,000 tons to 5,906,500 tons and the estimated production of sugar increased from 530,000 tons to 565,000 tons.

(*b*) Textiles (i) Cotton

158. The price of raw cotton remained steady at about Rs.211 per candy. The number of bales pressed in registered factories in the Province was 97,897 as against 165,532 in the previous

year. The factories of the province consumed 316,894 bales of pressed cotton; there is thus a large and increasing preponderance of outside cotton used by these factories. Twenty-five spinning factories worked during the year and the number of spindles remained unchanged at 727,829. The estimated yarn production was 116,060,338 lbs. against 107,945,925 lbs. in the previous year. Sixteen weaving factories worked during the season, most of them at pressure; the estimated production showed an increase from 53,717,883 lbs. to 63,375,977 lbs. and from 204,280,570 yards to 237,234,568. Japanese competition was again very severe. Prices showed little fluctuation and mill owners had to cut profits fine. The handloom scheme continued to give useful assistance to weavers; at the important centres there was activity, but prices ruled low.

159. There was a slight increase in calico printing. Hosiery' production increased but profits were very low owing to competition from both Japan and Southern India. Except in cheap artificial silk products the United Provinces Silk and Artificial Industries continued to lose ground as compared with Bombay, Sind and the Punjab. (ii) Calico Printing, Hosiery and Silk

160. Japanese imports again increased and provoked strong internal competition. The price of raw wool soared and the mills were not able to pass on to the customer a fair share of the increase. The handloom weavers also suffered, and the sale of hand-woven blankets was poor. The condition of the carpet industry was unchanged; the internal demand was low and foreign competition was keen. Once again, Ottawa Agreement assisted the sale of the United Provinces carpets in England. (iii) Wool

161. The two mills suffered on account of unrestricted production in Bengal and were again handicapped by an inadequate supply of locally grown jute. The prices of jute products remained low. (iv) Jute

162. Imports continued to fall, but the markets are still full of Japanese rubber-soled shoes. The local tanning industry was again active in manufacturing chrome leather for England. There are no indigenous superior and fancy leathers and these have to be imported from Southern India and America. Prices remained firm and the demand for raw hides was very strong. (c) Leather

(d) Matches

163. The factories of the Province had to meet strong competition from Bombay and Bengal. A demonstration at the Lucknow Exhibition roused interest in small scale production, and new small factories at Bareilly, Cawnpore and Haldwani were projected. The Tariff Board, however, are not in favour of such ventures. In general, competition was keen, duties were unchanged, and selling prices showed no improvement.

(e) Oil-crushing

164. The price of oil-seeds rose by about 9 per cent. towards the end of the year. The crushing of mustard-seed and ground-nuts has increased considerably and the new process for mustard-crushing has now been adopted in nearly all mills. The estimated export figures of vegetable oils and oil cakes show a large increase—from 282,000 maunds to 44,000 maunds in the case of the former, and from 1,160,000 maunds to 1,424,000 in the case of the latter. The manufacture and export of bleached castor oil is also increasing.

(f) Soap

165. The industry made further progress and two local firms again had the Government contract for supply to the Civil and Military Departments.

(g) Ghee

166. The export figure was again about 150,000 maunds, and the decline appears to have been checked; but there is great need for co-operation among the producers and a conference is to be arranged.

(h) Glass

167. For the first time since the depression, there was a good year for the glass industry. Imports from Japan dropped; the price of Japanese sheet glass rose noticeably, and this gave respite to the Bahjoi Factory. The Firozabad industry increased its output. Research continued.

(i) Miscellaneous

168. There was increased production of locks, but cut-throat competition led to inferior material and workmanship. Some form of organization seems to be essential if Aligarh goods are to maintain their position. The wood-working industry continued to expand, and the work shown at the Lucknow Exhibition was of a high standard. The gold wire and thread industries made no progress. There was a steady advance in the hydrogenation and refining of oils.

27. Industrial Development

(See *the Administration Report of the Department of Industries for the year ending March* 31, 1937, *and the report on the working of the Indian Factories Act for the year* 1936.)

Financial

169. The total grant to the Department of Industries (including supplementary grants and re-appropriations) was Rs.16,16,526 against Rs.11,68,143 in the previous year. The expenditure, however, was only Rs.14,58,380. The main items of increase in the grant were Rs.1·4 lakhs as a subsidy for an Industrial Credit Corporation (this scheme did not materialize), Rs.1·12 lakhs as an additional grant from the Government of India for the development of the hand-loom industry, and Rs.1 lakh for supply and service (mainly commercial operations). The receipts were Rs.2,02,145 against Rs.1,72,589 in the previous year as a result of the increase in commercial operations.

Industrial Education

170. The expenditure on Government institutions increased from Rs.10·07 lakhs to Rs.12·65 lakhs. The number of students admitted was 1,175 against 956 in the previous year and 1,012 in 1934-35. The increase in artisan students was again marked. Out of 441 students who passed out during the previous year 320 are reported to have found employment. One hundred and seventy-one scholarships of a value of Rs.16,556 and 583 stipends of a value of Rs.33,019 were awarded during the year. The grants-in-aid paid to non-Government technical and industrial institutions were increased from Rs.83,589 to Rs.84,601. A grant of Rs.4,000 was paid to the United Provinces Flying Club; five Government nominees have taken advantage of the Club training and three have completed the course. Provision was made for the award of two long-term and three short-term Foreign Technical Scholarships; the subjects for training included Sugar Engineering, metal-pressing and lock manufacture, the construction of improved furnaces for the manufacture of hollow glassware, and the manufacture of nibs and fountain pens. Several of the Government technical and industrial institutions gave successful displays at the Lucknow Exhibition.

Research and Technical Assistance

171. Individual grants-in-aid totalling Rs.14,086 were sanctioned for three works of industrial research and for the purchase of an electromagnetic separator. Research of considerable

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importance was carried out in the Oil Section of the Harcourt Butler Technological Institute. Technical assistance to firms was given by this Institute and also by Government Institutes of Wood-Working, Dyeing and Printing and Textile Work.

Rural Development Work

172. As a result of the re-organization of the Rural Development Programme all rural development schemes of the department with the exception of the *ghee* scheme were discontinued from October 31, 1936. But the marketing of village products was continued by the Government Arts and Crafts Emporium, Lucknow, which subsidized an agency for the purpose. The *ghee* scheme worked satisfactorily.

United Provinces Industrial and Agricultural Exhibition

173. The administration and organization of the Industrial section of the Exhibition was the most important activity of the Department during the year. The Exhibition was opened on December 5, 1936 and continued until February 24, 1937. Owing to the abnormal monsoon in 1936 and the failure of contractors, there was a total loss on the Exhibition of Rs.1·35 lakhs. Except from the financial point of view, the Exhibition was a success. The entrance fee was 2 annas, and 847,033 persons paid visit to the Exhibition. Exhibitors came from every part of India; most of the engineering firms of Calcutta and the textile mills of Bombay, Ahmedabad, Madras and Mysore participated. States and Provinces had their own pavilions as did other departments of the United Provinces Government. A very important feature of the Exhibition was the demonstration of manufacturing processes. As the department was pre-occupied with the Provincial Exhibition it did not take part in the usual fairs and exhibitions.

Marketing

174. The Government Arts and Crafts Emporium at Lucknow continued to market art and hand-loom products.

Factories

175. Forty factories were registered and 43 removed from the list during the year; the total number on the register at the end of the year was 576. Of the new registrations 17 factories were new concerns and 23 were old ones. The new registrations comprised 22 different industries and included 10 sugar factories. Twenty-one of the removals were of Glass Bangle Factories in

Firozabad and *khandsari* sugar factories in Bareilly. The number of factories that actually worked during the year was 527 as against 496 in 1935. Of the working factories 22 per cent. were connected with the cotton industry and 20 per cent. with the sugar industry. The average daily employment in registered factories increased from 139,260 to 147,502. The largest increase was one of 4,082 in textile factories, largely as a result of the registration of two jute mills. The satisfactory disposal of sugar factory effluents still presents difficulties, but complaints were rather fewer. Ventilation continued to improve. Cooling and humidifying plants were installed in a number of large Cawnpore factories. There were 38 fatal and 447 serious accidents during the year compared with 31 fatal and 449 serious accidents in the preceding year. Of the fatal accidents, 22 were in sugar factories, and in these factories the accident ratio continues to be high. Thirty-two prosecutions were instituted during the year; in the 15 decided cases the fines amounted to Rs 1,460.

28. Co-operative Societies

(See *the Note on the working of Co-operative Societies for the year ending June* 30, 1937.)

Administration

176. There was no change in the strength of the superior staff. There was one lady inspector and there were 54 male inspectors. Of the latter, nine were employed for the whole year and one for half the year on special or extraordinary duty. On an average each circle inspector inspected or visited 77 societies (working or liquidated) and attended 62 general meetings. Fifty-two auditors audited 4,943 working and 228 liquidated societies. The number of working societies left unaudited at the close of the year was 1,400. As a result of the smallness of the staff, the audit of a number of central banks had to be entrusted to registered accountants.

Training

177. A training class for supervisors was attended by 68 candidates, while a class for auditors was attended by 11 candidates.

United Provinces Co-operative Union

178. The United Provinces Co-operative Union had 71 ordinary and 16 additional members besides *ex officio* and nominated members. The executive committee met six times. The revised scale

according to which member banks were required to contribute 55 per cent. of the actual cost of the field staff was put into force. The Government contribution was Rs.73,000 as in the previous year.

Credit Societies : (1) Central

179. With the amalgamation of the Kanth Central Bank with the Moradabad District Bank, the number of central banks was reduced from 73 to 72 of which 10 are banking unions. The working capital increased from Rs.88 79 to Rs.92 42 lakhs. The share capital registered a nominal increase.

(a) Deposits

180. The amount held from individuals was Rs.42·35 lakhs as against Rs.40·01 lakhs in the previous year. Deposits held from primary societies or banks increased to Rs.10·73 lakhs. There is no dearth of money for deposit with the banks even though rates have been reduced to between 2 and 3 per cent. on one year's deposit. Most of the banks keep fluid resources greatly in excess of the prescribed scale; except in the case of a couple of weak banks the return of deposits on maturity has been prompt.

(b) Loans and re-payments

181. Loans to primary societies increased considerably—Rs.37·7 as against Rs.27·8 lakhs in the previous year and Rs.18 6 lakhs in 1934-35. At the same time recoveries from working and liquidated societies totalled Rs.37·6 lakhs as compared with Rs.25·4 lakhs in the previous year and Rs.19 8 lakhs in 1934-35. The demand from working societies inclusive of overdues was Rs.51·38 lakhs. Of this sum Rs.36·55 lakhs was realized, and there was thus a collection percentage of 71·1 as against 59·7 in the previous year. These collection figures compare favourably with those of other provinces. The outstanding demand from liquidated societies amounted to Rs.7·49 lakhs of which only 13 6 per cent. was collected. The banks affiliated to the United Provinces Co-operative Union again did much better than the few which still remained outside the Union.

(c) Financial position

182. On the whole the financial position of the banks was sound. The owned capital consisting of reserves and shares money amounted to 42·4 per cent. of the working capital. Of the 72 banks, 12 worked at a loss and 20 in all did not distribute dividends. Two banks are giving cause for anxiety and future advances to societies by these banks have been stopped.

183. Ninety societies were liquidated and 513 societies were registered during the year leaving a total number of 6,427 societies with a membership of 142,000. Members deposited Rs.0·96 lakhs and withdrew Rs.0·56 lakhs. The total deposits amounted to Rs.2·45 lakhs. Advances to members increased by Rs.1·08 lakhs to Rs.32·24 lakhs and the recoveries by Rs.2·09 lakhs to Rs.30 lakhs. The percentage of recoveries to demand has been rising for some time and reached 45 per cent. Overdues decreased during the year by Rs.1·86 lakhs to Rs 36·21 lakhs. There was a further drop of Rs.65,000 in the overdues of interest. The working capital of the societies increased from Rs.103 lakhs to Rs.105·4 lakhs of which the owned capital made up about 60 per cent. Of 6,427 societies 1,844 distributed dividends, 1,252 gave rebate to members and 1,547 reduced their lending rates. There was a reduction in the number of societies which could not finance their members.

Credit Societies : (2) Agricultural with unlimited liability

184. The membership of this class of society is drawn mainly from weavers, leather workers, petty traders and Chamars. The number of societies rose from 189 to 204 and membership from 4,277 to 5,101. The working capital amounted to nearly Rs.3 lakhs, of which 57·6 per cent. was owned capital. The overdues, though they compare favourably with those of agricultural credit societies, amounted, nevertheless, to 42·3 per cent. of the outstandings.

Credit Societies : (3) Non-agricultural with unlimited liability

185. There were again five land mortgage societies. The outstandings increased from Rs.0·92 lakhs to Rs.1·11 lakhs and overdues were nominal.

Land mortgage societies

186. The most important non-credit societies are those for cane supply, and the number of these increased from 322 to 514. Some of these societies involve a membership of thousands recruited from a large number of villages. The quantity of cane supply during the last crushing season amounted to 127 lakhs of maunds of cane : the commission was Rs.2·4 lakhs, while the net profits were Rs.0·8 lakhs.

Non-credit societies

187. As a result of the fall in the price of sugar and lack of proper arrangement for storage the Bastia Rab Making Society lost about Rs.3,000. The number of *ghee* societies rose from 80

Miscellaneous societies

to 153, and these societies are now spread over six districts with a membership of 3,153. The societies handled *ghee* worth nearly Rs.1 lakh, and made a profit of Rs.18,476. The Bilgram Cotton Sale Society made a profit of Rs.2,298 and distributed a bonus of Rs.900 to growers. The Najibabad Blanket Weaving and Spinning Society again worked at a loss, but made a profit on spinning. A milling plant has now been set up to improve the quality. The number of irrigation societies increased from 36 to 51 and the members of four societies arranged for irrigation from tube-wells. Forty-seven thrift societies made moderate progress while the number of housing societies increased from 14 to 17. The number of societies for consolidation of holdings increased from 82 to 94, and Government have made a grant for the expansion of this work of Rs.1,430.

Rural Development

188. Five hundred better living and better farming societies worked during the year. Between them these societies have opened 2,523 dispensaries in villages, have trained 1,467 *dais* and have arranged for outside storage of manure in 2,653 *abadis*. Members of the societies are using nearly 5,000 Meston ploughs and have applied chemical manure to 16,622 acres. Benares, Partabgarh and Masoda (Fyzabad) were again the main centres of rural re-construction work.

Litigation and execution

189. The total amount recoverable under awards was Rs.28·92 lakhs: of this Rs.4·5 lakhs was recovered and Rs.1·51 was written off or transferred to the account of liquidated societies. The number of awards pending recovery at the close of the year was 15,491. There were 10,315 awards for execution involving a demand of Rs.18·73 lakhs; the realizations amounted to Rs.3·04 lakhs.

Liquidation

190. One hundred and thirty-eight societies were liquidated during the year and the affairs of 140 were wound up making a total of 1,257 societies under liquidation at the close of the year.

Biswan Sugar Mill

191. Owing to mismanagement the factory worked at a loss of Rs.1·81 lakhs. The management has recently been overhauled and the Punjab Sugar Mills Company, Limited, Lahore, have been appointed as managing agents.

Cost to Government

192. The cost to Government of the department rose from Rs.4·56 lakhs to Rs.5·09 lakhs during the year.

29. Communications, Buildings, and Power

(See *the Annual Administration and Progress Report of the Public Works Department, Buildings and Roads Branch, for the year* 1936-37.)

Administration

193. The number of I.S.E. officers of the department was reduced to 13, and this number included three officers on foreign service. With effect from November 1, 1936 the United Provinces Service of Engineers, Class I, was constituted. This service will gradually replace the Indian Service of Engineers; two appointments to it were made. The nomenclature of the United Provinces Engineering Service was changed to "The United Provinces Service of Engineers, Class II" on June 1, 1936. The number of permanent Assistant Engineers was reduced from 26 to 24 as a result of the appointments to Class I. The Gonda sub-division was abolished; of the districts included in the sub-division, two were formed into a new Gorakhpur sub-division and two were included in the Fyzabad Division.

Roads

194. The expenditure on reconstruction of provincial roads was Rs.18,11,616. At the close of the year, 25 miles of the Grand Trunk Road between Ghaziabad and Bulandshahr had been reconstructed in concrete. "Thin" concreting appears to have an important future in the province. The department maintained 3,396 miles of metalled roads; 809 miles (24·4 per cent. of the total length) was reconstructed or renewed during the year. The expenditure on ordinary repairs to metalled roads was Rs.25,00,796. Owing to the exceptional monsoon Rs.3,06,906 had to be spent on special repairs.

Bridges

195. The re-modelling of the Nawabi bridge over the Khanaut River at Shahjahanpur was completed and the construction of a reinforced concrete bridge over the Sai River in the Jaunpur district was started. The approaches to an overbridge which the railway are to construct at Rosa were taken in hand.

Buildings

196. The outlay on original works increased from Rs.1,09,970 to Rs.2,97,007. The outstanding item was the extension of the Council House at Lucknow. This had become necessary as a result of the introduction of the new Constitution and the formation of an Upper Legislative Chamber. Work was started

during the year, and Rs.1,74,288 was spent. Work continued on the construction of a new Tahsil at Mirzapur. Private persons constructed works of public utility at a cost of Rs.2,79,669.

Power Electricity

197. Thirty-two electric supply undertakings were working under licence in the Province. Of these, 20 were generating their own electric energy, and the remaining 12 obtained their supply in bulk for distribution in their respective areas from the Hydro-Electric Grid which is administered by the Irrigation Branch of the Public Works Department and which covers most of the North of the Province. Of the 92 towns in the Province which had electric supply, 68 were within the Hydro-Electric Grid Area.

CHAPTER V—PUBLIC REVENUE AND FINANCE

30. Central Revenues

(*For the year ending March* 31, 1937.)

(See *the Annual Returns of the Income-tax Department, United Provinces.*)

198. Incomes of between Rs.1,000 and Rs.1,999 per annum were excluded from assessment as a result of the passing of the Indian Finance Act, 1936; the number of assessees to income-tax consequently dropped from 52,859 to 26,259 and this caused a reduction of Rs.4·67 lakhs in collections. The total income-tax collections dropped from Rs.103·37 lakhs to Rs.79·66 lakhs while super-tax collections dropped from Rs.26·88 lakhs to Rs.17·61 lakhs. Besides the lowering of the income-tax assessment qualification, the rate of surcharge was lowered, and this caused a reduction of Rs.6¼ lakhs in income-tax collections and one of Rs.1¼ lakhs in super-tax collections. The imposition of the excise duty on sugar, the fixation of a minimum price for cane, and the rise in the price of cotton, all caused notable shrinkage in profits and a consequent reduction in revenue collections.

31. Provincial Revenues

(*Values in terms of lakhs are expressed.*)

199. The financial year 1936-37 closed with a deficit of 37 compared with a surplus of 17 in the previous year. The revenue increased by 4 to 11,92 and expenditure increased by 58 to 12,29. The heads of receipts which showed notable improvement were: Excise (12), Stamps (13), Civil Works (5) and Stationery and Printing (3); against these were falls under the heads: Land Revenue (23), Forests (4) and Irrigation (4). The increase under Excise was due to the re-introduction of the auction system for opium and drug shops; that under Stamps was due, in part, to the enhanced rates imposed as from May 1, 1936,

Comparison with previous year

and in part to a non-recurring receipt of 6½ from the Government of India. The fall under Land Revenue was on account of extensive damage by floods to the *kharif* crop of 1344 *Fasli*. There were important increases in expenditure under the heads Land Revenue (10), Interest on Irrigation Works (3), Appropriation for Reduction or Avoidance of Debt (18), General Administration (6), Police (3), Education (3), Agriculture (4), Industries (3), Civil Works (6), Superannuation Allowances and Pensions (3), Stationery and Printing (2) and Miscellaneous Charges (4). There were notable decreases under Other Irrigation Expenditure and Construction of Irrigation Works Financed from Ordinary Revenue (4) and Interest on Debt (2). The increase under Land Revenue was due to the re-opening of Settlement and Revision operations. That under Reduction or Avoidance of Debt was due to a change in accounting procedure. The increase under General Administration was due to the cost of the elections to the new Legislature.

Budget of 1936-37 compared with the actuals

200. The original budget had provided for revenue of 11,81 and expenditure of 12,45. The actual revenue showed an increase of 11 while savings of 15 were secured, largely owing to economy in every department. The net Irrigation Receipts were increased by 14 as a result of an increase in revenue and a decrease in working expenses. Other large receipt increases were 9 under Excise, 2 under Civil Works and 3 under Stationery and Printing. On the other hand, Land Revenue showed a fall of 15. There were noticeable decreases in expenditure under the heads Interest on Irrigation Works (3), General Administration (3), Administration of Justice (5) and Education (2). Further, there was a reduction of 6 owing to the fact that, since the estimated 1935-36 deficit was turned into a surplus, the loan which was to balance the contemplated deficit was not necessary.

Capital, debt and deposit heads

201. The adjustments arising out of the Niemeyer Settlement which were carried out in the accounts for 1936-37 were not provided for in the budget of that year. Consequently, no useful comparison can be made between the budget estimates and actuals under capital, debt, and deposit heads. On March 31, 1937, credit balances of 4,41 were decentralized (State Provident

Funds 3,02, Civil Deposits 90, Deposits of Local Funds 46 and Special Loans 3) while decentralization of debit balances totalled 16 (Loans to Government Servants 11, Advances Repayable 4 and Permanent Advances 1). There was, thus, a net credit of 4,25; of this 55 was taken towards the closing balance of 1936-37 in the shape of cash in treasuries and sub-treasuries and credit at the Reserve Bank. The rest (3,70) was used to reduce the provincial debt to the Government of India. Other important items of receipt were the proceeds of the 3 per cent. United Provinces Loan, 1961—66 (2,04), Transfers from revenue for reduction or avoidance of debt (33), Deposits under the United Provinces Motor Vehicles Taxation Act (10), Subventions from the Central Road Fund (10), Grants from the Sugar Excise Fund (5) and Loans to local bodies and cultivators (36). The main items of disbursement were 150 as capital expenditure on Irrigation and Hydro-electric Works, 31 on Repayment of Loans taken from the Government of India, 55 as the Famine Relief Fund Investment, 19 on Investment of 5 per cent. United Provinces Loan Sinking Fund, 40 in Loans to local bodies and cultivators, 19 on expenditure met from Subventions from the Central Road Development Fund and 5 as a Grant for the Economic Development and Improvement of Rural Areas.

Budget for 1937-38

202. The budget estimates for the year 1937-38 anticipated a revenue deficit of 13. As compared with the revised estimates for 1936-37 there was expected to be an increase of 62 in revenue. The most important increase was one of 34 under Land Revenue; for various reasons the arrears outstanding on March 31, 1937, were expected to be 39 instead of the normal figure of 20, while there was an anticipated increase in the demand as a result of settlement and revision operations. There was also an anticipated increase of 4 under Police. There were three new items on the receipt side. Receipts under the Motor Vehicles Taxation Act (10) were to be shown for the first time in the revenue section; the yield of 3 from the new tax on entertainments and betting was to be accounted for under the head Other Taxes and Duties; a subvention

of 25 was to be received from the Government of India under the Niemeyer Settlement. The most important decreases expected were 9 under Stamps due to the disappearance of the non-recurring receipt of 6½ from the Government of India and to the continued decline in stamp revenue as a result of the Debt Legislations, and 5 under Irrigation owing to the prolonged monsoon in 1936 and timely rains in the cold weather of 1936-37. There was also an estimated decrease of 5 on account of the balance in the Central Road Development Fund becoming exhausted. Revenue charges were expected to increase by 38. The most important increase was 20 under the head Reduction and Avoidance of Debt due to the fact that for the first time the revenue budget would bear the whole of the capital repayment to the Government of India in respect of consolidated provincial debt. There was also an increase under the head Agriculture on account of an extra provision of 10 for the development of rural areas.

Revised estimates, 1937-38

203. The revised estimate of revenue receipts for the year 1937-38 was 1,239 i.e. a decrease of 15 as compared with the original budget estimate; the revenue charges were expected to be 1,246 i.e. a decrease of 21 as compared with the budget. Thus a revenue deficit of 7 was anticipated at the end of the year. Receipt heads in which there was a fall included Land Revenue (10), Stamps (17), Registration (2), Irrigation (8) and Transfers from the Central Road Development Account (3). Increases included 5 under Stationery and Printing. Besides these, there was expected to be a receipt of 21 from the Government of India on account of the share of this Government in the income-tax receipts under the Niemeyer Award.

On the expenditure side, the chief increase was 4 under Stationery and Printing. Expenditure under most heads was less than the budget estimate. General Administration recorded a fall of 4, Education one of 2, Agriculture one of 8, Industries one of 2, and Civil Works one of 6. The savings under Agriculture were mainly due to decreased expenditure on rural development.

32. Stamps

(See *the Note on the Stamp Revenue for the year ending March 31, 1937.*)

Receipts and Charges

204. Total receipts increased from Rs.152·39 lakhs to Rs.156·35 lakhs as a result of the enhanced rates of stamp duty and court-fees which came into operation on May 1, 1936. The increase was below that anticipated, chiefly on account of the heavy loss in court-fees resulting from the introduction of the Encumbered Estates Act and the Agriculturists' Relief Act. Expenditure was practically unchanged (Rs.4·01 lakhs against Rs.4·02 lakhs).

Sale of Stamps

205. The number of vendors increased by 11 to 2;883. The discount allowed increased from Rs.1,55,373 to Rs.1,59,921.

Infringement of Stamp Law

206. The penalty realized by Civil Courts on insufficiently or unstamped documents increased from Rs.37,005 to Rs.37,828, but that realised by Collectors fell from Rs.33,584 to Rs.32,734. Prosecutions fell from 1,119 to 892 and fines imposed from Rs.4,111 to Rs.2,908.

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33. Excise

(See *the Report on Excise Administration for the year ending March* 31, 1937.)

Finance

207. Owing to the serious floods of 1344 *Fasli* the year was one of agricultural depression. Nevertheless, the Excise revenue increased by 12·3 per cent., from Rs.140·24 lakhs to Rs.157·43 lakhs. Expenditure increased from Rs.8·19 lakhs to Rs.8·43 lakhs.

Administration

208. The main administrative change was the introduction of the auction system in place of the surcharge system for hemp drugs and opium at the beginning of the year. Rules were framed with the object of lightening the purely clerical work of Excise Inspectors and ensuring that they concentrated on their more important duties. One Excise Inspector was promoted by Government to the rank of Deputy Collector.

Country Spirit

209. There was a drop in licence fees from Rs.22·66 to Rs.22·22 lakhs, but duty increased from Rs.39·7 lakhs to Rs.42·15 lakhs. The income from out-stills rose from Rs.2·04 to Rs.2·22 lakhs. Consumption of country liquor increased from 499,858 to 509,347 L. P. gallons. The increased consumption was chiefly due to competition with a resultant lowering of the retail price. There was, however, a fall in consumption in 20 districts. The total number of shops was unchanged (2,540).

Foreign liquor

210. The licence fees realized from foreign liquor rose from Rs.1·95 lakhs to Rs.2 lakhs (including a rise from Rs.0·13 to Rs.0·15 lakhs from the licence fees of medicated and tonic wines and commercial spirits). The rise in fees was due to increased consumption in the previous year. Licences for the sale of potable liquor increased from 436 to 533 and for the sale of denatured spirit from 401 to 411. The duty realized on Indian made foreign spirits rose by over 100 per cent. (from Rs.3 76 lakhs to Rs.7·75 lakhs) as a result of increased consumption. There was an increase from 39,266 to 43,368 L.P. gallons in the total sale of imported foreign liquor.

Tari

211. The tree-tax system was extended to the rest of Basti district and to the whole of Ghazipur district. There are now three districts (Gorakhpur, Basti, and Ghazipur) under this system. The total *Tari* revenue increased from Rs.7·38 lakhs to Rs.7·81 lakhs as a result of keen competition at sales and a good *Tari* season. The number of *Tari* shops increased from 1,525 to 1,566.

Hemp Drugs and opium

212. The introduction of the auction system led to unhealthy rivalry in some districts where speculative bids were offered. Some licensees, as a consequence, lost heavily. Maximum prices were fixed for the province and in a number of districts minimum prices had also to be fixed. In general, prices were lower in rural areas than in towns.

(*a*) Hemp Drugs

On hemp drugs the system resulted in an increase of 26·7 per cent. in revenue from license fees and of 16·5 per cent. in revenue from duty—making a total increase of revenue from Rs.36·4 to Rs.44·22 lakhs. The increase in the consumption of

ganja was very marked and there was also a substantial increase in *charas* consumption.

(*b*) Opium

The cost price of opium was reduced by Re.1-4 a seer and the duty was raised by a similar sum. The issue price therefore remained the same (Rs.90). The total receipts rose from Rs.23·94 lakhs to Rs.26·36 lakhs, mainly as a result of a rise of 29 per cent. in the license fee receipts. The total consumption rose by 1·3 per cent. to 17,582 seers. The effect of the auction system on consumption was, therefore, slight.

Dangerous Drugs

213. There was an increase in the sale of opium derivatives and a decrease in that of cocaine.

Excise offences

214. The number of prosecutions against members of the general public for excise offences fell from 4,416 to 3,996. This was due to a scarcity of *mahwa* which resulted in a fall in illicit distillation. The total fines imposed showed a decrease on the figures of the previous year, but there was a noticeable increase in the amount paid as rewards. Rewards are now on an adequate scale. The detection of illicit distillation continued to be hampered by the tolerance exhibited by the public towards the offenders. The practice of converting denatured spirit into potable liquor is liable to develop into a serious problem. There was a reduction in the smuggling of *charas* owing to measures taken in Chinese Turkestan to prevent the drug crossing the frontier. The work of the special *charas* staff was satisfactory, and the cost of maintenance of this section was less than the amount of fines and forfeits imposed as a result of its activities. There was a welcome increase (from 70 to 101) in the number of cocaine smuggling prosecutions, and the quantity seized increased to over 6½ lbs. Excise Inspectors generally showed themselves to be more alive to their responsibilities in this direction. Cases were sent up against some smugglers of real importance; the courts generally awarded deterrent sentences in cocaine cases. Though the number of opium smuggling cases increased there is no reason to suppose that opium smuggling is on the decline; it still provides a serious problem to the Excise Administration.

Local bodies

215. The recommendations of the Excise Advisory Committees were accepted in 94 out of 96 cases, but in several cases Government were not able to accept the recommendations of the Licensing Boards.

Temperance propaganda

216. A sum of Rs.7,000 was again allotted to temperance propaganda and considerable efforts were made both by official and non-official workers.

CHAPTER VI—PUBLIC HEALTH AND VETERINARY SERVICE

34. Vital Statistics

(See *the Report of the Director of Public Health for the year ending December* 31, 1936.)

NOTE.—Birth rates and death rates are per thousand of the population.

Births.

217. The number of births was 1,887,598 and the birth rate was 38·99 as against 36·04 in 1935. The Municipal birth rate was 52·4 and remained markedly above the general average. The ratio of male births to 100 female births was 112·61 against 113·02 in 1935.

Infant Mortality

218. The death rate among infants was 148·5 against 157·2 in 1935, and was notably lower than the 1921—30 average (178·5) and the 1931—35 average (164·3). In districts, the highest rate was in Naini Tal (216·16) and the lowest was in Partabgarh (108·68). The mortality in municipal towns, although still higher than in rural areas, showed a slight drop to 223·25. Of the large municipalties, the figure of Cawnpore (322·68) was the highest.

Deaths

219. The total number of deaths recorded was 1,094,677 (586,568 males and 508,109 females). The death rate was 22·61 and showed a decrease on the 1935 figure (24·78) and on the 1931—35 average (23·88). In the districts, the highest rate was 35·49 in Pilibhit and the lowest was 12·07 in Partabgarh. In Municipalities, Benares again had a very high rate (51·14) and Mainpuri again had the lowest rate (9·65).

Deaths from Diseases

220. In the succeeding paragraphs are shown the recorded figures of deaths from various diseases. The majority of deaths from diseases are recorded by inexpert agency and the figures cannot be wholly relied upon. The death rates are compared with those of 1935 and with those of the quinquennium 1931—35.

Cholera.

221. Reported deaths from cholera numbered 6,793 against 10,412 in 1935, and the death rate was ·14 against the 1935 figure of ·21 and the quinquennial average of ·35. Hamirpur

district returned the highest mortality with a death rate of 1·61. Ten districts had death rates of ·01 or under. The anti-cholera scheme is now in full force in all districts.

Plague

222. Seven thousand two hundred and ninety deaths were reported as due to plague against 23,019 in 1935. The figure is a very low one and the death rate was ·15 against the quinquennial figure ·55. Only in Gorakhpur district (1·08) was the death rate over ·50. In 32 districts deaths from plague were negligible or non-existent.

Small-pox

223. The reported deaths from small-pox numbered 14,849. The death rate was ·30 against ·54 in 1935 and ·24 in the preceding quinquennium. There were no notable outbreaks, but Ghazipur district returned a death rate of 2·01. Five districts returned rates of ·01 or less.

Fevers

224. Fever deaths recorded totalled 851,847 as against 929,298 in 1935. The death rate was 17·6 against 19·2 in 1935 and 18·49 in the preceding quinquennium. In the districts the death rates varied between 29·15 (Shahjahanpur) and 10·29 (Partabgarh).

Tuberculosis

225. In Municipalities 5,636 deaths from tuberculosis were registered during the year—a decrease of 62 on the figures of 1935. Lucknow again returned the largest number of tuberculosis deaths (631).

Dysentery and Diarrhœa

226. The recorded deaths from dysentery and diarrhœa numbered 16,677 against 18,283 in 1935. The death rate was ·34 against ·38 in 1935 and ·31 in the preceding quinquennium. As usual, the highest rate was from Garhwal (4·15). The rural figures were again very low and seem to have been under-recorded.

Respiratory Diseases

227. The number of deaths from respiratory diseases was reported at 42,973 as against 46,270 in the previous year. The death rate was ·89 against ·95 in 1935 and the quinquennial average of ·82. Of the towns, Cawnpore again returned a very high rate (19·58); Hamirpur again had the highest district figure (5·25).

Cerebro-spinal Meningitis

228. This disease accounted for 236 deaths against 756 in 1935. Agra and Cawnpore were the cities mainly affected.

229. The recorded deaths from Beri-Beri decreased from 380 to 145. The disease was again confined chiefly to the Bengali community in Benares City.

230. Of 21,124 deaths from injuries 1,696 were due to suicide, 14,535 to wounds and accidents, 4,573 to snake-bites or to injuries from wild animals while 320 were due to rabies.

35 Medical Services

(See *the Report on Civil Hospitals and Dispensaries for the year ending December* 31, 1936.)

Number of Hospitals and Dispensaries

231. There were 698 hospitals and dispensaries at the beginning of the year, and 691 were functioning at its close.

Finance

232. The total income was Rs.38·9 lakhs and the total expenditure was Rs.32·6 lakhs. The expenditure showed a decrease of Rs.0·4 lakhs on the figures of the previous year. The closing balance was Rs.6·4 lakhs.

Extent of Medical Relief

233. The number of patients treated in State and State-aided hospitals was 8,324,720 against 7,637,795 in 1935. The increase in female patients was a pleasing feature. Three hundred and forty-nine thousand nine hundred and twenty surgical operations were performed as against 343,004 in the previous year.

Medical Education

234. The number of students admitted to the King George's Medical College, the Medical School, Agra, and the Women's Medical School, Agra were 50, 42 and 27 respectively. The examination for the M. S. M. F has been extended for a further period of three years. The training class for compounders was continued.

General

235. The rate of subsidy for private medical practitioners in rural areas was increased from Rs.600 to Rs.1,000 for medical graduates and from Rs.400 to Rs.600 for licenciates; this resulted in a larger number of qualified men coming forward. A generous donation of Rs.3 lakhs was received from Messrs. Horsman Brothers towards the reconstruction of the Prince of Wales' Hospital at Cawnpore which was to be known as the "Ursula Memorial Hospital and Prince of Wales' Charitable Dispensary."

General

236. During the year there were marked developments in connexion with tuberculosis treatment. A Central Tuberculosis Clinic was opened in one of the wards of the Colvin Hospital, Allahabad. The attendance at the Tuberculosis Section attached to the King George's Hospital, Lucknow, has been steadily increasing, and the King Edward VII Sanatorium at Bhowali continued to do excellent work. From the Silver Jubilee Fund Rs.2,66,000 was distributed to the Dufferin Fund of the United Provinces and Rs.2,67,800 to hospitals and dispensaries under the control of the Inspector General of Hospitals.

36. Public Health Services

(See *the Report of the Director of Public Health for the year ending December* 31, 1936 *and the Report of the Superintending Engineer, Public Health Engineering Department for the year ending March* 31, 1937.)

Finance

237. The final allotment to the Public Health Department as a whole was Rs.22,50,000 of which Rs.28,000 was surrendered to Government towards the close of the year. The net amount ultimately subject to the control of the Director of Public Health was Rs.15,87,072.

Board of Public Health

238. Government placed a sum of Rs.1·79 lakhs at the disposal of the Board of Public Health for the year 1936-37. This amount was devoted chiefly to grants for special assistance to pilgrim centres (Rs 0·75 lakhs), urban sanitation (Rs.0 48 lakhs) and rural and minor sanitary works (Rs.0·54 lakhs). The largest grant made was one of Rs.0·55 lakhs towards the total sanctioned grant of Rs.1 lakh for the drainage system of Hardwar (an important pilgrim centre). Projects and estimates for schemes costing Rs.25·74 lakhs were sanctioned during the year and Government in addition paid loans for sanitary and engineering projects to the extent of Rs.14·49 lakhs. The largest loans paid were towards the Hardwar drainage scheme (Rs.2 lakhs) and the re-conditioning of the Mussoorie-Dehra Electricity and water-supply undertaking (Rs.5·17 lakhs).

Water works and Drainage

239. In spite of constant pressure from the Public Health Engineering Department the progress of metering in the large

municipalities was inconsiderable. Much water continued to be wasted as a result, and there were complaints of shortage in outlying areas.

Drainage conditions in the large towns deteriorated. The position in Lucknow was particularly serious, and a Drainage Committee was appointed by Government. In Cawnpore also there is apprehension of a serious break-down.

Fairs and Festivals

240. The department made the usual sanitary and medical arrangements at all the important fairs with satisfactory results. At the outstanding fair (the *Adh Kumbh Mela* at Allahabad) there was no outbreak of any epidemic.

Rural Sanitation

241. The district health service was extended to Etawah, Bareilly, Pilibhit, and Agra, and is now in force in 34 districts. The village aid scheme was continued. There was a large increase in the number of wells made sanitary and in the number of village-aiders and petty officials who were trained in elementary hygiene and first-aid. Nine hundred and seven new dispensaries were opened under the scheme. The village medicine chests proved popular but the scheme for providing trench pattern latrines was a failure and was abandoned. Owing to reorganization in the general plan of rural development work the modified health units in nine districts were abandoned after a year's useful work. The rural development programme continued to give an impetus to the improvement in rural sanitation, and the department co-operated as in the previous year. The health unit in the Partabgarh district made progress.

Maternity and Child Welfare

242. Owing to inability to obtain a suitable plot of ground, no progress could be made with the construction of a Health School in Lucknow for the training of health visitors and midwives. There was, however, a general development in all departments of maternity and child welfare work, and 34 new centres were opened.

Malaria

243. Anti-malarial measures were carried out on the usual lines and with much the same degree of success as in preceding years. There was a notable increase in the output of the Government Quinine Tablet Manufacturing Factory.

Chapter VI PUBLIC HEALTH AND VETERINARY SERVICE

Health Propaganda

244. A new demonstration van was obtained. It covered a distance of about 3,000 miles and gave 70 cinema shows in connexion with hygiene; these shows were witnessed by about 170,000 people. Special exhibitions of model villages were given at the *Adh Kumbh Mela* at Allahabad and at the Provincial Industrial and Agricultural Exhibition. Intensified health propaganda was carried on in rural areas.

37. Vaccination

(See *the Chapter on Vaccination in the Annual Report of the Director of Public Health for the year ending December* 31, 1936.)

Number of Vaccinations

245. There was a decrease in the number of persons vaccinated from 1,958,663 to 1,915,251; in the number of vaccinators from 985 to 968; and in the number of persons vaccinated by each vaccinator from 1,985 to 1,975. These decreases were due to the comparative mildness of the small-pox epidemics during the year (the recorded death rate from small-pox was ·30 against ·54 in 1935) and to the abolition of health units.

General

246. The total cost of vaccination increased from Rs.3,87,860 in 1935 to Rs.3,88,228. The percentage of success in primary vaccinations was 97·53 and in re-vaccinations was 45·78. The average cost per successful vaccination decreased from three annas nine pies to three annas eight pies.

38. Veterinary Service

(See *the Annual Report of the Civil Veterinary Department for the year ending March* 31, 1937.)

Diseases

247. Livestock epidemics were more severe than in the previous year. The total mortality rose from 29,332 to 56,779. Rinderpest and haemorrhagic septicaemia were chiefly responsible for the increase. *Surra* among horses and camels was reported from 22 districts as against 15 in the previous year, and 2,059 cases were treated as compared with 1,349 in the previous year, and 329 in 1934-35. The mortality from rinderpest increased from 18,517 to 20,901, and was highest in the districts of Hardoi and

Mirzapur. Inoculation against rinderpest was undertaken in 1,259 outbreaks compared with 1,128 outbreaks in the previous year. The deaths from haemorrhagic septicaemia increased from 6,315 to 12,248. Foot-and-mouth disease was reported from 35 districts and there was a mortality of 605 as compared with 1,240 in the previous year. Curative methods and hygienic measures were adopted with beneficial results. Bovine *Surra* resulted in 200 deaths in eight districts. The number of non-contagious disease cases treated at the veterinary hospitals and dispensaries increased from 4·33 lakhs to 4·61 lakhs.

Laboratory and experimental work

248. Details of the laboratory and experimental work carried out during the year will be found in paragraph 55, Part I of this report.

CHAPTER VII—INSTRUCTION AND THE ARTS

39. Education

(See *the General Report on Public Instruction in the United Provinces for the quinquennium ending March* 31, 1937.)

General

249. For some years it had been felt that the educational system of the Province was faulty and that it should be subjected to a thorough examination with a view to the initiation of reform. The Sapru Committee, which was appointed to examine the proposals of the Central Advisory Board of Education and to report on the steps necessary to bring into effect the reorganization of secondary education, had agreed on the main lines of inquiry by the end of March, 1937, but for various reasons the Committee was unable to proceed further with its work. In the meanwhile, the Government of India brought out two educational experts from England who submitted a report on the methods and extent of vocational education which would be necessary in the reformed curricula.

Number of institutions and students

250. The number of recognized institutions in the Province increased by 48 to 22,563 while the total enrolment increased by nearly 26 thousand to 15·84 lakhs. The percentage of scholars to total population sank from 3·35 to 3·29.

Expenditure

251. The expenditure was Rs.403·57 lakhs compared with Rs.389·49 lakhs in the preceding year. Of this sum 15·4 per cent. was devoted to university and collegiate education, 33·6 per cent. to secondary education, 23·6 per cent. to primary education and the balance to special education, buildings and equipment, direction, inspection and other miscellaneous charges including scholarships.

University education

252. The total enrolment in the five universities of the Province increased from 9,044 to 9,582,—an increase which can hardly be welcomed in view of the great and rising number of unemployed graduates. The Mayo College, Ajmere was affiliated to the Agra University. The five universities made steady progress on the same lines as in previous years.

Secondary education

253. The total number of secondary institutions rose by 23 to 1,134, while the number of students increased from 1·94 lakhs to 2 lakhs. There are 40 Intermediate colleges; in addition, the Intermediate classes of the constituent degree colleges of the Agra University are controlled by the Board of High School and Intermediate education. The expenditure on English High and Middle Schools was Rs.62·43 lakhs. Once again the number of boarders in hostels was low (8 per cent. of the total enrolment) and the idea that life in a hostel is part of the educational system has not yet been generally recognized. The general opinion of those who have observed High School teaching closely is that the schools in the Province tend to be factories rather than character forming institutions, and this must be put down, to some extent at least, to the lack of teachers inspired by a sense of vocation and of service. To some extent also it is due to a disproportionate emphasis on the annual examinations.

254. The number of Vernacular Middle Schools increased from 764 to 780 while enrolment increased from 88,281 to 92,088. Thirty-seven thousand five hundred and thirty candidates took the Vernacular Final Examination and of these 66 per cent. passed. There were 39 schools in which agriculture was taught. Five-acre farms are attached to these schools and some of them have done very well. The scheme is definitely popular. In addition there are 121 schools in which rural knowledge is taught. Manual training is taught in 34 schools.

rimary E ucation

255. On the basis of the 1931 census it is estimated that 39 per cent. of the boys of primary school age actually go to school but of these only 27 per cent. attain a standard which is reckoned to indicate permanent literacy. There is in fact a very large wastage both of boys who do not go to school at all and of those who go to school but receive no permanent benefit therefrom. The difficulty appears to be largely economic. On the whole it appears that the dyarchy in primary education, by which policy is in the hands of the local boards and its execution in the hands of the district educational staff, who are not paid and who are only partially controlled by the Chairman of the Education Committee, has not had satisfactory results. The number of primary schools was 18,506; enrolment was 12·01

lakhs and expenditure Rs.87·84 lakhs. The percentage of trained teachers was 73·6. The condition of tuition in municipal boards was worse than that in district boards. Compulsory education continued in 36 urban areas and in 357 rural areas; but in general the system cannot be said to have proved successful since the percentage of children attaining permanent literacy in the compulsory education areas is below the provincial average in towns and distinctly below it in villages.

Education of girls

256. The number of recognized institutions decreased by 50 to 2,184, but enrolment increased from 1·32 lakhs to 1·36 lakhs. In addition 85,547 girls were reading in boys' schools. Expenditure increased from Rs.24·56 lakhs to Rs.25·78 lakhs. The progress in girls' education is now a notable feature of every year. A scheme for expansion was drawn up and was under the consideration of Government at the end of the year. The Girl Guide Movement in schools made considerable progress.

Schools for special classes

257. The number of recognized institutions for Europeans and Anglo-Indians fell from 51 to 50 and the number of scholars from 7,046 to 6,853, but expenditure increased from Rs.25·29 lakhs to Rs.26·12 lakhs. Muslim scholars totalled 2·35 lakhs. The expenditure in Islamia Schools and *maktabs* increased from Rs.4·68 lakhs to Rs.4·69 lakhs. The education of the depressed classes again received particular attention. The number of depressed class schools fell from 773 to 667, but the total number of depressed class scholars in all kinds of schools increased from 1·52 lakhs to 1·61 lakhs. A welcome feature was an increase of scholars in ordinary schools combined with a decrease of those in special schools, the former accounting for 88 per cent. of the total. Caste prejudices are clearly waning. One thousand six hundred and sixty-three depressed class girls were in Vernacular schools and 107 in Anglo-Vernacular Schools. The total cost of depressed class scholarships and stipends was Rs.0·88 lakhs.

Oriental institutions

258. The number of recognized Sanskrit *pathshalas* increased to 1,089 with an enrolment of 11,751 and of these *pathshalas* 71 taught up to the Acharya standard. There were 107 recognized Arabic *madrasas*.

Training Institutions

259. Fifty-six men's training institutions had a total enrolment of 1,776 showing a fall of 61 on the figures of the previous year. One hundred and seventy-nine students were enrolled in the three post-graduate training colleges. Expenditure on men's training colleges was Rs.5·16 lakhs. There were 58 training institutions for women teachers with an enrolment of 639.

40. Literary Publications in 1937

Number and Language

260. The total number of publications dropped from 3,452 to 3,162. Of these 1,905 were in Hindi, 346 in English, 282 in Urdu, and 153 in Sanskrit.

Subject and Form

261. Poets were again to the fore with nearly a third of the year's publications to their names. Of the rest, 519 publications dealt with language, 312 with scientific subjects and 273 with religion, while there were 224 works of fiction.

Subject and Tone
(a) Religion

262. The Shia-Sunni controversy inspired a large number of pamphlets until the riots. The Imamia Mission of Lucknow, which had previously taken a leading part in the controversy, then published a pamphlet appealing to both parties to compose their differences. The spate of polemics decreased towards the close of the year. The Deobandis and Razakhanis again attacked each other, and the Qadianis were again attacked. The Arya Samaj and Jainism were both justified by their followers. Among the more important Hindu religious publications was "Dharm Path" by Mahatma Gandhi. A Hindi translation of the Sutrapitaka of the Budhistic Tripitakas was published.

(b) Social

263. The main themes of social publications were the desirability of widow re-marriage, the removal of untouchability, and condemnation of intoxicants. The problems of rural uplift were also of interest to a number of writers.

(c) Politics

264. The Congress success at the polls was hailed by a number of congratulatory poems in which the defeated party came in for considerable condemnation. The sad plight of the Indian peasantry groaning under an intolerable burden of debt and cruel exploitation both by the British and by the zamindars was widely bemoaned and Indians were again urged, particularly in verse, to sacrifice their all for the country's cause. All shades of

opinion were represented in the controversy in connexion with the projected Congress-Muslim League alliance, and the Muslims were vigorously exhorted both to join and not to join Congress. As usual Socialism and Marxism found competent advocates. Pandit Jawahar Lal Nehru's writings included a foreword to a book on jail life, while his own book on the same subject was reprinted; among a number of publications on the subject of script, his book in which he supported the recognition of both Hindi and Urdu, was of particular importance. Mahatma Gandhi's articles on non-violence ran into a second edition.

265. A number of important books on Literature, Philosophy, Law, History and Science were published during the year. (d) Miscellaneous

41. The Press in 1936

266. The total number of newspapers and periodicals printed in the United Provinces increased from 772 to 903; of these 37 were dailies while 86 appeared less frequently than once a month; 108 were in English, 354 in Urdu and 329 in Hindi. Allahabad with 125 papers continued to be the most prolific publishing centre. Lucknow, Agra, Benares, Meerut and Cawnpore all published between 50 and 100 papers. The two outstanding English daily papers (The *Leader* and the *Pioneer*), the Hindi *Pratap* of Cawnpore and the Urdu *Medina* of Bijnor were again reported to have had the greatest circulations. Four English, six Urdu and 16 Hindi papers were reported to have had circulations of over 2,000, and of these eight were dailies. Statistics

267. Three papers were prosecuted for libel, and of these two ceased publication. Security was demanded from three papers. Fifteen papers were warned against publishing objectionable articles. The issue of one paper was forfeited. The main cause of action was revolutionary propaganda. Action against the Press

268. Congress and Socialist propaganda, which received a fillip from Pandit Jawahar Lal Nehru's presidential address and subsequent campaign, gathered strength throughout the year. The extremist section of the press featured poems designed to promote a revolutionary mentality. During the electioneering Tone of the Press

campaign at the close of the year, complete independence and the wrecking of the constitution were widely advocated. This had the effect of driving the Liberal Press somewhat towards the right. The Muslim Press had frequent occasion to display its pan-Islamic leanings, but the Shia-Sunni schism served to some extent to divert its attention from foreign affairs. There was a welcome improvement in the tone of Hindu-Muslim controversy which was to some extent overshadowed by more purely political questions.

For a full note on the views expressed in the Press in 1936 see *paragraphs* 12—25, *Part I, General Administration Report* 1935-36.

42. Arts and Sciences

(See *the Reports on the Lucknow and Muttra Museums and of the Allahabad and Lucknow Public Libraries for the year ending March* 31, 1937.)

Provincial Museum, Lucknow

269. The outstanding archaeological acquisition was a tiny brass image representing a four-armed goddess of Tibetan style seated cross-legged over a human corpse lying on its back. This image is of absorbing iconographic interest. The Archaelogical Department lent the Museum a collection of duplicate antiquities excavated in the Larkana district of Sind which illustrate vividly the advanced civilization in the Indus Valley in the third and fourth millenia B. C. and which have aroused world-wide interest. Among the important coins added to the collection were six gold coins of the later Kushanas and a few perfect specimens of King Bhoja of Kanauj. The young rhinoceros from Nepal which died in 1933 in the Prince of Wales' Zoological Gardens was mounted and admitted to the natural history gallery. The most interesting ethnographical acquistion was a copper panel depicting the marriage ceremony of Siva and Parvati. Chiefly as a result of an influx of visitors to Lucknow on account of the Exhibition, the daily average attendance showed an appreciable increase to 682.

The Curzon Museum, Muttra

270. Seventy-eight antiquities were added to the museum collection during the year including a door-jamb of the Gupta period with the figure of the goddess Yamuna standing with a

purna ghata (a unique specimen) and a head of an image of the goddess Lakshmi, which is an excellent specimen of Gaja-Lakshmi. Among *terra cottas* one of the most remarkable acquisitions was a markedly Assyrian head. Improvements were effected in the work of arrangement, labelling, interpretation and preservation.

Public Libraries (a) Allahabad

271. Books and Government publications added to the Allahabad Public Library totalled 1,011 and at the end of the year there were 42,276 books in the library. The number of visitors increased to 15,879 while books issued to visitors and depositors totalled 25,884.

(b)Amir-Ud-Daula, Lucknow

272 At the Amir-Ud-Daula Public Library in Lucknow, work was started on a new system of classification and cataloguing; 650 new books and Government publications were received.

43. Archaeology

(*For the year ending March* 31, 1937.)

Conservation

273. The expenditure during the year was Rs.44,134 on special repairs, Rs.41,905 on annual repairs and Rs.48,057 on the maintenance of gardens. The damage done by the earthquake was again an important factor in the repair programme. The chief special repairs undertaken were the conservation of the riverside wall at the Taj Mahal, repairs to the roof of the Imambara of Asaf-ud-daula in Lucknow (this work was to be completed in the following year), repairs to the Buddhist ruins at Sarnath and the re-metalling of approach roads at Fatehpur-Sikri. In addition several other special repairs were undertaken at the Taj Mahal.

The annual repair grant was spread over a large number of monuments and important work was undertaken at Fatehpur-Sikri, Sikandra, Agra Fort, Kagoral and Jagner (all in the Agra district), Kalsi and Lakha Mondal (district Dehra Dun), Sudar in the Lalitpur sub-division and the Residency and Kazmain in Lucknow.

Gardens

274. On the whole the year was a good one for the gardens kept up by the Archaeological Department.

CHAPTER VIII—MISCELLANEOUS

44. Ecclesiastical

275. The year was uneventful.

45. Emigration and Immigration

(See *the Report on the working of the Indian Emigration Act, VII of* 1922 *for the year* 1936 *and of the Tea Districts Emigrant Labour Act, XII of* 1932 *for the year ending September* 30, 1936.)

Foreign Emigration

276. There was no emigration to countries overseas. Nine hundred and ninety-five emigrants returned to India as against 260 in the previous year. The very large increase was due to the fact that 943 emigrants returned from British Guiana, Trinidad, and Surinam in a specially chartered ship. Thirty-seven deaths of returning emigrants occurred on this ship; this was due to the fact that the emigrants were time-expired, old and debilitated while 395 were certified invalids. The remaining 52 returning emigrants were from the Union of South Africa and were repatriated under the new scheme of Assisted Emigration. No complaints were made by the returning emigrants with regard to their treatment on the voyage. There were no returned emigrants from Fiji, Jamaica or Mauritius.

All the returned emigrants from the Union of South Africa were sent to their homes at the expense of the Government of that dominion. Of the remaining emigrants the paupers were sent to their homes at the expense of the colonies from which they were returning; 320 of the paupers came from the United Provinces.

Inland Emigration

277. Of the three United Provinces Local Forwarding Agencies for the Assam Tea Gardens, Allahabad was closed down owing to lack of recruits. From the two remaining agencies (Gorakhpur and Basti) 98 persons, including 71 adults, were recruited by assisted emigration while 121 persons, including 99 adults, were recruited by unassisted emigration.

46. Government Printing and Stationery

(See *the Report of the Department of Printing and Stationery for* 1936-37.)

Government Presses

278. Receipts increased from Rs.5,50,601 to Rs.8,25,252—very easily a record figure.

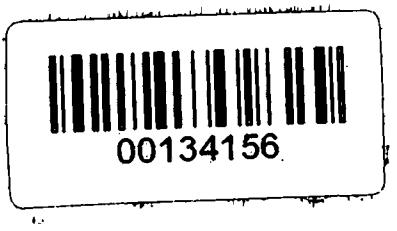
The working of the Encumbered Estates Act resulted in a greatly increased income from advertisements and the sale of Gazettes, and was the chief factor in the very high receipts figure. There was, however, a general rise in all items, reflecting an increase in turnover. Expenditure increased from Rs.6,34,924 to Rs.7,42,710 ; this was due chiefly to an increase in staff and overtime. The total cost of work done increased from Rs.9,25,365 to Rs.11,12,263. The main causes were additional Gazette and Settlement work.

The electoral rolls were printed by local private presses. This system had the double advantage of avoiding considerable capital expenditure on plant for the Government Press and of expanding the printing resources of the districts. The phenomenal increase in the work of the Government Press on account of the Encumbered Estates Act necessitated the requisition of assistance from six local presses.

Stationery

279. The expenditure of the Provincial Stationery office rose from Rs.3,95,530 to Rs.5,40,326. Increased tonnage (1,135 tons against 775 tons in the previous year) and a rise in the price of paper were the factors responsible.

Printed by the Asst. Supdt.-in-charge, Govt. Branch Press, Lucknow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